

## DOCUMENT RESUME

ED 454 800

HE 034 160

AUTHOR Kouptsov, O.; Tatur, Y.  
TITLE Quality Assurance in Higher Education in the Russian Federation. Papers on Higher Education.  
INSTITUTION United Nations Educational, Scientific, and Cultural Organization, Bucharest (Romania). European Centre for Higher Education.  
ISBN ISBN-92-9069-162-4  
PUB DATE 2001-00-00  
NOTE 125p.  
AVAILABLE FROM European Centre for Higher Education, 39, Stirbei-Voda Street, RO-70732, Bucharest, Romania. Web site: <http://www.cepes.ro>.  
PUB TYPE Reports - Evaluative (142)  
EDRS PRICE EDRS Price MF01 Plus Postage. PC Not Available from EDRS.  
DESCRIPTORS \*Educational Assessment; \*Evaluation Methods; Foreign Countries; \*Higher Education; Quality Control  
IDENTIFIERS \*Quality Assurance; \*Russia

## ABSTRACT

The major aspects of the Russian educational system were examined in terms of quality assurance. No part of the educational system in Russia is small enough to escape some form of assessment, measurement, comparison, audit, or classification as to quality. To describe the quality control system, the book begins with an overview of Russian education, especially higher education, using the 1997 International Standard Classification of Education as a point of departure. Chapter 1 describes higher education and quality assurance in the Russian Federation. Chapter 2 discusses the contemporary quality assurance system in Russian education. The quality assurance system in the Russian Federation has these components: (1) the admissions system to higher education; (2) the course programs; (3) the teaching staff; (4) research; (5) social, economic, and material conditions for the teaching and learning process; and (6) various mechanisms of quality assessment. The evaluation indicates that the quality control system now in place, although in need of improvement, contributes to the quality of Russian higher education and science. (Contains 6 tables, 4 figures, and 121 endnotes.) (SLD)



# Papers on Higher Education

ED 454 800

PERMISSION TO REPRODUCE AND  
DISSEMINATE THIS MATERIAL IN MICROFICHE,  
AND IN ELECTRONIC MEDIA FOR ERIC  
COLLECTION SUBSCRIBERS ONLY,  
HAS BEEN GRANTED BY

J. Hall

TO THE EDUCATIONAL RESOURCES  
INFORMATION CENTER (ERIC)

2A

U.S. DEPARTMENT OF EDUCATION  
Office of Educational Research and Improvement  
EDUCATIONAL RESOURCES INFORMATION  
CENTER (ERIC)

☒ This document has been reproduced as  
received from the person or organization  
originating it.

☐ Minor changes have been made to  
improve reproduction quality.

• Points of view or opinions stated in this  
document do not necessarily represent  
official OERI position or policy.

## Quality Assurance in Higher Education in the Russian Federation

O. Kouptsov and Y. Tatur

BEST COPY AVAILABLE

2.

09148031

---

## UNESCO - CEPES

---

Authors are responsible for the choice and the presentation of the facts contained in the Papers on Higher Education and for the opinions expressed therein, which are not necessarily those of UNESCO and do not commit the Organization.

The designations employed and the presentation of the material do not imply the expression of any opinion whatsoever on the part of UNESCO concerning the legal status of any country, territory, city, or of its authorities, or concerning the delimitation of its frontiers or boundaries.



## **Papers on Higher Education**

### **Quality Assurance in Higher Education in the Russian Federation**

**O. Kouptsov and Y. Tatur**

**Bucharest  
2001**



## ABOUT THE AUTHORS

*Dr. Oleg Kouptsov* was educated at the Far East Polytechnic Institute of Vladivostok, Russia. For sixteen years after graduation, he worked at this Institute, achieving the rank of associate professor (docent). He was subsequently appointed Deputy Head of the Department of the System of Advanced Training and Retraining of Managers and Specialists of the National Economy of the USSR Ministry for Higher Education in which capacity he also served as Head of State Inspection for this system. In 1990, he joined the professional staff of UNESCO and was assigned to UNESCO -CEPES as a Programme Specialist.

*Professor Dr. Yuri G. Tatur* graduated from the Moscow State Institute for Engineering and Physics in 1960. He began his career as an engineer dealing with the development of computer based teaching technologies. Then, for a long time, he worked at the Russian Ministry of Education, occupying different posts including that of Head of Department responsible for higher education programmes and educational technologies. At present, he is a senior specialist at the Research Centre for Quality Assurance and a Professor at the N. E. Bauman Moscow State Technical University. The scope of this professional interest lies in the analysis and design of educational systems.

## Papers on Higher Education

Editor of the Series:  
**Leland Conley Barrows**

Assistants to the Editor:  
**Maria-Ana Dumitrescu**  
**Vlorica Popa**  
**Valentina Pislaru**

ISBN 92-9069-162-4  
© UNESCO 2001

## Contents

|                                                                                                       |    |
|-------------------------------------------------------------------------------------------------------|----|
| List of Figures .....                                                                                 | 5  |
| List of Tables .....                                                                                  | 7  |
| Preface .....                                                                                         | 9  |
| Foreword .....                                                                                        | 13 |
| Chapter 1. Higher Education and Quality Assurance in the Russian Federation.....                      | 15 |
| 1.1. General Overview of the Education System .....                                                   | 15 |
| 1.2. The Concept and the Role of the Quality Assurance System .....                                   | 27 |
| 1.3. The Inherited Quality Assurance System.....                                                      | 31 |
| 1.3.1. Admission to Higher Education .....                                                            | 33 |
| 1.3.2. Course Programmes .....                                                                        | 34 |
| 1.3.3. The Academic Staff .....                                                                       | 35 |
| 1.3.4. The Research .....                                                                             | 36 |
| 1.3.5. The Socio-economic and Material-Technical Conditions of the Teaching and Learning Process..... | 38 |
| 1.3.6. The Mechanism for Quality Assessment .....                                                     | 39 |
| 1.4. Evolution of the Quality Assurance System after 1991 ..                                          | 40 |
| Chapter 2: The Contemporary Russian Quality Assurance System .....                                    | 47 |
| 2.1. The Legislative Basis for Quality Assurance .....                                                | 47 |
| 2.2. Basic Elements of the Quality Assurance System .....                                             | 54 |
| 2.2.1. The State Educational Standard .....                                                           | 54 |
| 2.2.2. Higher Education Admission System .....                                                        | 63 |
| 2.2.3. The Integration of Teaching and Research.....                                                  | 71 |
| 2.2.4. The Teaching Staff.....                                                                        | 77 |

|                                                                                   |     |
|-----------------------------------------------------------------------------------|-----|
| 2.2.5. The Evaluation and Assessment of Higher Education Institutions .....       | 84  |
| 2.2.5.1. Licensing .....                                                          | 87  |
| 2.2.5.2. Attestation .....                                                        | 89  |
| 2.2.5.3. Accreditation .....                                                      | 92  |
| 2.2.5.4. The State Final Certification of Graduates .....                         | 97  |
| 2.3. The Management of the Quality Assurance System .....                         | 98  |
| 2.4. General Trends in the Russian Quality Assurance System .....                 | 104 |
| 3. Annexes .....                                                                  | 115 |
| 3.1. Regulations on Quality Assurance .....                                       | 115 |
| 3.2. Accredited Non-State Higher Education Institutions (as of 1 June 1999) ..... | 116 |
| 3.3. Organizations Relevant to Quality Assurance .....                            | 123 |
| UNESCO-CEPES Publications .....                                                   | 125 |

## List of Figures

|                                                                                                                                                        |     |
|--------------------------------------------------------------------------------------------------------------------------------------------------------|-----|
| Figure 1. Scheme of the education system of the Russian Federation. ....                                                                               | 18  |
| Figure 2. Numbers of applications per 100 vacant places (full-time studies in the state higher education institutions) .....                           | 70  |
| Figure 3. The profile of academic staff in state and non-state higher education institutions during the 1997-1998 academic year (in percentages) ..... | 83  |
| Figure 4. Ratio of the numbers of students to the size of the population as a whole (per 10,000) .....                                                 | 108 |

## **List of Tables**

|                                                                                                                                                           |    |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------|----|
| Table 1. Basic education programmes in the Russian education system according to the 1997 International Standard Classification of Education (ISCED)..... | 19 |
| Table 2. Numbers of basic education programmes corresponding to different educational levels .....                                                        | 21 |
| Table 3. Numbers of education institutions of different types .....                                                                                       | 24 |
| Table 4. Administration of the content of education .....                                                                                                 | 26 |
| Table 5. Basic information on the Russian higher education system (situation in 1998) .....                                                               | 27 |
| Table 6. Composition of the academic and research staff in Russia .....                                                                                   | 44 |

## Preface

Almost four years ago, Dr. Oleg Kouptsov, a Programme Specialist at UNESCO-CEPES, wrote a highly useful study on the *Mutual Recognition of Qualifications: The Russian Federation and the Other European Countries* (Bucharest, UNESCO-CEPES, 1997). Its inspiration was, to a great extent, driven by complaints that were being voiced by representatives of the post-1991 Russian Federation that the qualifications awarded by Russian higher education institutions (actually those of the former Soviet Union) were not being accorded their "proper value" in other countries and higher education institutions. The academic mobility of Russian students and academics as well as of those who graduated from other institutions was, as a consequence, being compromised. A major cause of the problem, as it turned out, was a lack of reliable information about the Russian higher education system and its awards, particularly in the aftermath of the break-up of the Soviet Union. The search for a solution to the problem was entrusted to a Working Group on Russian Qualifications formed in June 1995 by the Council of Europe/UNESCO European National Information Centers on Academic Recognition and Mobility Network (ENIC). The final result was the above-cited study.

In a sense, the present volume by O. Kouptsov and Y. Tatur is a continuation of the previous volume. It examines the major aspects of what is a very large and very diverse higher education system in terms of quality assurance, various aspects of which seem to be built into every facet of every higher education course programme, institution, and administration in the country. No part of the system is small enough to escape some form of assessment, measurement, comparison, audit, and classification as to quality. Thus the authors, in order to describe the quality control system, must give the reader a veritable *tour d'horizon* of Russian education, particularly higher education, using as a point of



reference the 1997 International Standard Classification of Education (ISCED).

Both the higher education system and its means of quality control continue to be highly state-directed. Virtually all aspects of the system have been created and are regulated through legislation of the central Government of the Russian Federation and by decrees of the Ministry of Education and other Ministry-level authorities having some responsibility for higher education. Even though an Appendix lists 107 non-state (i.e., private) higher education institutions, these institutions very much owe their licensing, attestation, accreditation, and the State Final Certification of their graduates to state bodies staffed mostly by personnel from the administrative and academic bodies of the state higher education system

Quality control is always a complex exercise. In the case of Russian higher education, it is directed at institutions, course and instructional programmes, and at the performance of exiting students on final examinations. The basic point of reference is the so-called State Educational Standard, an outgrowth of the 1992 Federal Law *On Education*. Also research, both that of individual academics and that which is institutionally sponsored, is measured and evaluated. Even a set of centralized standards for the student evaluation of teachers has been developed.

The authors argue that the quality assessment system which is now in place, while it needs improvement, contributes to maintaining the quality of Russian education and science. Those interested in Russian higher education and the comparative quality and performance of higher education systems in general will find this study to be of great value. Its publication falls squarely within the UNESCO-CEPES strand of activities dealing with the equivalence and recognition of qualifications in higher education.

A preliminary version of this study was the object of discussion at the Roundtable: "Quality Assurance in Higher Education: Russian Experience in the International Context" jointly organized by the Ministry of Education of the Russian



Federation, UNESCO-CEPES, and the UNESCO Office in Moscow, 13-14 March 2001, Moscow, Russian Federation. The comments and suggestions made during this Roundtable are reflected in this published version of the study.

*Jan Sadlak*  
Director of UNESCO-CEPES

## Foreword

In recent years, the issue of the quality of education has been given increased attention - not surprising in that quality, in the final analysis, determines the efficiency of any education system. Although, from the theoretical point of view, the concept of quality continues to defy precise definition, this reality does not give rise to additional difficulties for higher education systems in implementing concrete actions aimed at the improvement of the quality of education.

Graduates of the former Soviet and the current Russian higher education institutions are known for their high levels of theoretical knowledge and professional skills. These qualities can make them attractive for employers both at home and abroad. Given these circumstances, it would be valuable for readers to learn about how quality in higher education is understood in Russia and what activities are undertaken to assure it. Although many publications on Russian higher education have been published over the last few years, hardly any of them have specifically discussed the question of quality assurance in Russian higher education. The hope is that this volume will be of assistance to policy- and decision-makers, educational administrators, researchers, university professors, and students, as well as to employers.

The authors would like to express their sincere gratitude to the following persons who contributed to the preparation of this study: Dr. Sc. N. A. Selezneva; Professors I. G. Galjamina, and N. I. Maximov; Dr. V. G. Kazanovich, Dr. Y. A. Kudrjavitsev, Dr. V. S. Lapshenkova, Dr. V. F. Pugach, Dr. N. M. Rozina, Dr. G. P. Saveljeva, and Dr. A. V. Titov.

## **Chapter 1. Higher Education and Quality Assurance in the Russian Federation**

### **1.1. GENERAL OVERVIEW OF THE EDUCATION SYSTEM**

The legislation of the Russian Federation in the area of education determines the structure of the education system, the general principles of its functioning and development, as well as its fundamental social characteristics. At present, this legislation consists of the Federal Law *On Education* (1996) and the Federal Law *On Higher and Postgraduate Professional Education* (1996). The former is the basic law that refers to the whole education system. The first draft of this law was adopted in 1992. The latter can be viewed as complementary as it specifies the basic law with regard to legal relations in higher education. Presently, other laws that will determine legal relations in other educational subsystems are being prepared.

By its orientation, the basic law supersedes the national educational doctrine that was adopted in 1987 by the All-Union Congress of Educational Workers, which approved the following concept of life-long education:<sup>1</sup>

For a social individual, life-long education constitutes an integral complex of means and processes for the formation and meeting of his or her diverse cognitive and spiritual demands and needs, for the revealing and developing of potentials, abilities, and callings; a significant component of his or her individual development, and his or her enrichment with new contents; a guaranty for him or her to keep up with the changing world as a professional and as an individual.

These guidelines for education were not put aside in the course of the radical political, social, and economic transformations

---

<sup>1</sup> In Russia, the expression, "life-long education", is understood as having the same meaning as in other countries - education throughout one's whole life with traditional formal education being supplemented by complementary education (including informal education) in which a person can engage throughout his or her whole life.

that swept through Russia over the last decade. A confirmation of this reality can be found in the text of the Federal Law *On Education* which confirms, as the prime principle of state policy, "the humanistic nature of education, the priority of human values, of human life and the health of [humankind], and of the free development of the individual; fostering of civic duty, of industry, of respect for the rights and freedoms of [humankind], of love of nature, of the Motherland, and of family". Among the educational objectives listed, the Law underscores:

- self-determination for individuals and the development of conditions for its realization;
- the promotion of mutual understanding and co-operation among individuals and peoples, irrespective of their racial, national, ethnic, religious, and social backgrounds.

Today, Russian society understands that in the Twenty-first Century, the progressive development of society, including the economic well-being of citizens and of the state, is only possible through the development of intellectual potential, which is impossible to ensure without an effective national education system. This point has been stressed by the Federal Assembly of the Russian Federation.

According to the basic law on education, the Russian education system has the following main components:

- a totality of consecutive education programmes and state educational standards;
- a network of education establishments (also referred to herein as "institutions") in which education programmes and the state educational standards are implemented;
- a network of administrative and other bodies and organizations which govern and manage the education system.

The Federal Law *On Higher and Postgraduate Professional Education* has added two more components to the domain of higher education. The first one consists of institutions and

organizations that conduct research and provide for the functioning and development of higher and postgraduate professional education. The second one consists of public and state-public organizations (creative unions of professional associations, academic and methodological councils, and other associations).

The term, "education programme" (also referred to herein as "course programme", "study programme") implies an education programme of a certain educational level leading to an educational qualification. If the given educational level includes various fields of study or specialities<sup>2</sup> as, for example, prevails in professional education, each field of study or speciality has its own education programme, and all the education programmes in question refer to the particular educational level. Education programmes, thus understood, constitute the basic element (first component) of the Russian education system. The hierarchy of educational levels in Russia is designed on the basis of corresponding education programmes.

Figure 1 below portrays the structure of the Russian education system according to the education programmes composing it, and Table 1 illustrates the correspondence of the Russian education programmes with the 1997 International Standard Classification of Education (ISCED). The first two stages - primary general education and basic general education - are mandatory for all citizens of Russia.

The next stage leads to secondary (complete) general education (the second level). Having achieved this stage, a person can choose one of three paths or "ladders". The first "ladder" leads to vocational education (a one-year step) or advanced vocational education, which will take another year, and thus lead to the qualification of skilled worker.

The second path or "ladder" leads to non-university level higher education (the fourth stage called secondary professional

---

<sup>2</sup> In Russia, the term, "speciality", has a meaning similar to that of field of study, but one that is narrow. Thus, the field of study of biology can include the following specialities: botany, zoology, genetics, microbiology, etc.

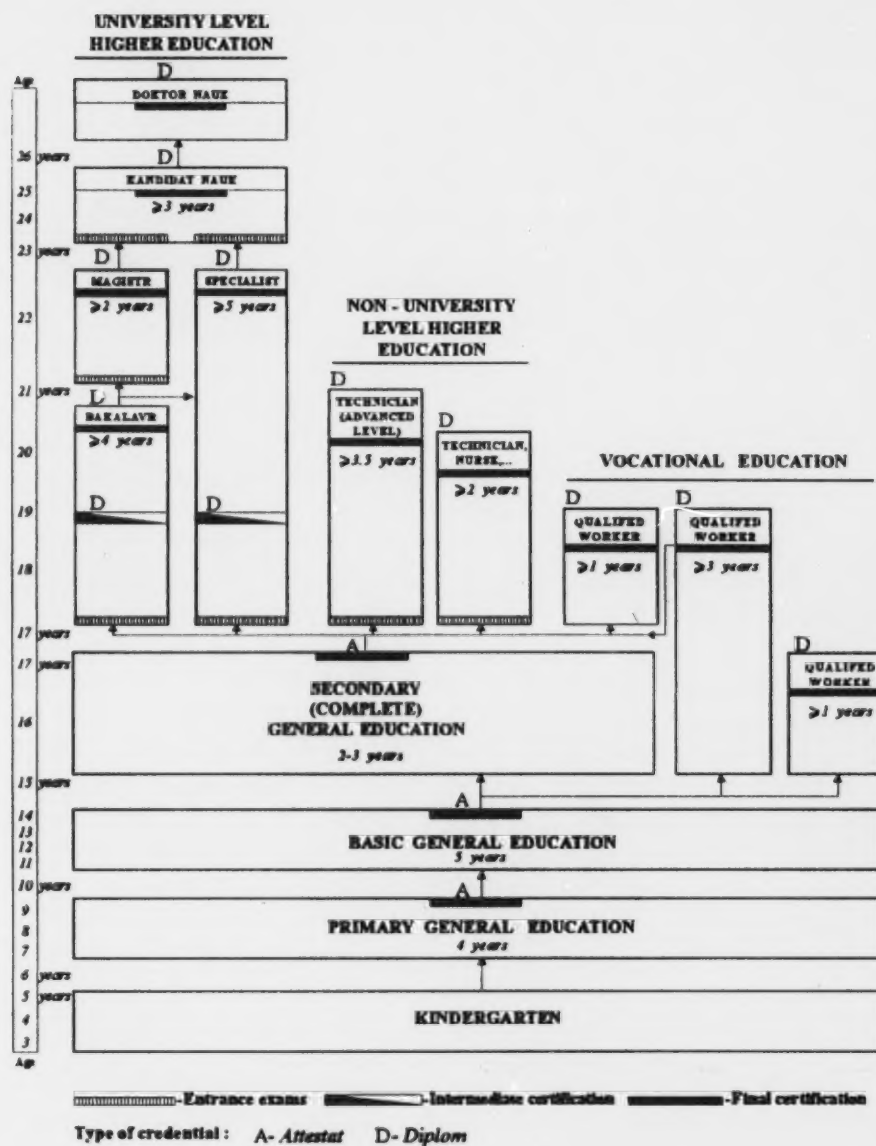


Figure 1. Scheme of the education system of the Russian Federation.



Table 1. Basic education programmes in the Russian education system according to the 1997 International Standard Classification of Education (ISCED)

| ISCED               |                                                                                    | Russian education system                                                             |                                                   |                                         |  |
|---------------------|------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|---------------------------------------------------|-----------------------------------------|--|
| Levels of education | Educational programmes                                                             | Educational programmes                                                               | Admission requirements                            | Certificate, diploma, or degree awarded |  |
| 0                   | Pre-primary education                                                              | Pre-primary (pre-school) education                                                   |                                                   |                                         |  |
| 1                   | Primary education or the first stage of basic education                            | Primary general education                                                            |                                                   |                                         |  |
| 2                   | Lower secondary or the second stage of basic education                             | Basic general education                                                              |                                                   | Certificate 1                           |  |
| 3                   | A Upper (secondary education)                                                      | Secondary (complete) general education                                               | Certificate 1                                     | Certificate 2                           |  |
|                     | C                                                                                  | Vocational education (after basic general education)                                 | Certificate 1                                     | Diploma 1                               |  |
| 4                   | A Post-secondary non tertiary education                                            | Vocational education (after secondary (complete) general education)                  | Certificate 2                                     | Diploma 1                               |  |
| 5                   | B                                                                                  | Non-university level higher education (after basic general education)                | Certificate 1 Examinations                        | Diploma 2                               |  |
|                     | B                                                                                  | Non-university level higher education (after secondary (complete) general education) | Certificate 2 Examinations                        | Diploma 2                               |  |
|                     | A                                                                                  | University level higher education                                                    | Certificate 2 or Diploma 1, 2 examinations        | Bakalavr Degree                         |  |
|                     | A                                                                                  | University level higher education                                                    | Certificate 2 or Diploma 1, 2 examinations        | Specialist Diploma                      |  |
|                     | A                                                                                  | University level higher education                                                    | Bakalavr Degree or Diploma 2 examinations         | Magistr Degree                          |  |
| 6                   | Second stage of tertiary education (leading to an advanced research qualification) | University level higher education (Doctoral studies, <i>aspirantura</i> )            | Specialist Diploma or Magistr Degree examinations | Candidate of Sciences Degree            |  |

education in Russia) which consists of course programmes that do not lead to the award of an academic degree. As in the previous case, two kinds of course programmes are offered: normal and advanced, the latter running for an additional year. It should be noted that one can enroll in course programmes of the third and the fourth levels upon successful completion of basic general education or of secondary (complete) general education. In the former case, the education programmes comprise secondary (complete) general education, and the duration of such programmes calls for one or two additional years.

The third path or "ladder" leads to university level higher education (the fifth and six levels). At the fifth level, there are three kinds of programmes. The first one of these (having a duration of no less than four years after completion of secondary (complete) general education) leads to the award of the *Bakalavr* (Bachelor) Degree. The second one lasting no fewer than five years the following secondary (complete) general education or no less than one year after the award of the *Bakalavr* Degree) leads to the *Specialist* Diploma. Education programmes of these kinds may be shortened for persons who, having been enrolled in vocational or non-university level higher education, continue their studies in the same speciality. The third programme leads to the *Magistr* (Master's) Degree, the total duration of which is no less than six years (for holders of the *Bakalavr* Degree, the programme lasts two years). Programmes for the *Specialist* Diploma and for the *Magistr* Degree have no hierarchical relations; thus, one group cannot be considered higher or lower than the other. The difference between them is that *Specialist* Diploma programmes are more practice-oriented, and *Magistr* Degree programmes are more theory-oriented and focused on the academic and research activities of graduates.

At level 6, the last kind of programmes, found at the top of this hierarchy, the Doctoral studies programmes, are offered in special study programmes called *aspirantura*. Only holders of the *Specialist* Diploma or the *Magistr* Degree are admitted to these programmes, which run for three years of

full-time studies. Upon the successful defense of a dissertation, a student is awarded the "Candidate of Science Degree" (an approximate equivalent to a doctoral degrees).<sup>3</sup>

It is important to note that no education programme leads to an educational dead-end. The programmes at all levels are successive. They enable the student to proceed from one educational level to the next and on to the top level. The principal instrument that ensures the quality and the sequencing of education programmes at national level is the set of state educational standards that will be described in greater detail below.

As already indicated, at each level of post-secondary education, not just one, but a set of programmes is offered, having been designed for each field of studies or for each speciality. Table 2 lists the education programmes for different educational levels and stages.

Table 2. Numbers of basic education programmes corresponding to different educational levels

| Levels of education | Education programmes                                           | Numbers of programmes    |
|---------------------|----------------------------------------------------------------|--------------------------|
| 1                   | Primary general education                                      | 1                        |
| 2                   | Basic general education                                        | 1                        |
| 3                   | Secondary (complete) general education                         | 1 (with a variable part) |
|                     | Vocational education                                           | 280                      |
| 4                   | Vocational education (advanced type)                           | 52                       |
|                     | Non-university level higher education                          | 268                      |
|                     | Non-university level higher education (advanced type)          | 65                       |
|                     | University level higher education ( <i>Bakalavr</i> Degree)    | 95                       |
| 5                   | University level higher education ( <i>Specialist</i> Diploma) | about 500                |
|                     | University level higher education ( <i>Magistr</i> Degree)     | more than 1000           |
| 6                   | Doctoral studies                                               | 590                      |

The educational programmes described above constitute "traditional" or "formal" education. Outside this educational

<sup>3</sup> In Russia, there is a second Doctoral Degree of a higher level, the Doctor of Sciences Degree; however, the process whereby one earns this advanced degree is not considered to be an education programme; rather, it is viewed as part of one's training for a career in research.

framework, there is another educational field – *complementary* or *recurrent* education - which is relevant for a policy of life-long learning. According to the *Law On Education*, complementary education programmes are aimed at “meeting the overall educational needs of citizens, society, and the state”.

These programmes can be taken when required. Some of them are available to individuals during periods of study undertaken within the framework of formal education. For instance, the network of music schools that offer musical education programmes is widely popular in Russia. Normally, children enroll in these programmes in parallel with their general education programmes. Optional courses in foreign languages and in other fields of interest are becoming increasingly popular with students in higher education institutions. However, most of the complementary education programmes are professionally oriented and are designed for currently employed graduates of formal education institutions. The purpose of these programmes is to help individuals advance regularly in terms of professional knowledge and skills.

The second component of the Russian education system is the network of education institutions of different types and kinds. In accordance with the *Law On Education*, an institution can be designated as “educational” if it engages in an educational process, i.e., if it implements one or several education programmes and ensures the instruction of students. The relevant legislation defines the procedure for setting up, reorganizing, and closing education institutions; the regulation of their activities; the management of state and non-state education institutions; the general requirements for the educational process; and other matters. Some of the provisions of this legislation that are important for the further development of this study are outlined below.

- i) Alongside the state and the relevant regional and local authorities, all kinds of organizations, including foreign, public, and religious ones, as well as citizens of the Russian Federation and foreign citizens, can found education institutions. This provision means that,

legally and structurally, education institutions can be of different kinds – state, municipal, and non-state (private, established by public and religious organizations, etc.).

- ii) The teaching and methodological documentation that determines the educational process (the syllabus, the curriculum, the timetable, etc.) is developed and adopted independently by education institutions. The only compulsory normative document which education institutions must strictly observe is that of the State Educational Standard. All other related documents serve as references or models to assist higher education institutions in developing their own teaching and methodological documentation.
- iii) In order to launch an educational process, an education institution must obtain a license that entitles it to offer and to deliver education programmes of a given level. An education institution is only granted the right to award educational certificates of the state format upon successful attestation and subsequent state accreditation, in the process of which the conformity of the educational level achieved by graduates is measured against the stipulations of the State Educational Standard. In other words, the education institution is awarded the accreditation certificate if the results of its activities correspond to the generally recognized norms of educational quality.

Education institutions vary according to *type* and *kind* in regard to the level and to the orientation of the education programmes offered. The specific type of education institution is defined by the level of the education programmes that it claims to offer. The following types of education institutions, which deliver education programmes related to formal education, can be distinguished:

- pre-school institutions;
- general education [primary, basic, secondary (complete) institutions];



- professional (vocational, non-university level, and university level higher education) institutions.

One should note that, according to tradition, these types of education institutions have specific designations, such as: "kindergarten", "school", "professional school", "secondary specialized education institution", and "higher education institution".

Education institutions which offer education programmes related to complementary education can be of the following types:

- institutions for children's education;
- institutions for adult education.

It is necessary to stress that if an education institution offers course programmes at more than one level, the type of education institution to which it belongs is determined by the highest level programme. For example, if an education institution were to implement course programmes of non-university and university level higher education, the institution in question would be considered a university level higher education institution. Table 3 portrays the numbers of education institutions of different types.

Table 3. Numbers of education institutions of different types

| Type of institution                               | Numbers of institutions | Numbers of students (in millions) |
|---------------------------------------------------|-------------------------|-----------------------------------|
| Pre-school education                              | about 70,000            | 6                                 |
| General education (primary, basic, and secondary) | about 70,000            | 21                                |
| Vocational education                              | 4,170                   | 1.7                               |
| Non-university level higher education             | 2,650                   | 1.4                               |
| University level higher education                 | 569                     | 2.6                               |

The second characteristic of an education institution is its *kind*. This characteristic is determined by the orientation of course programmes of the same level. So, among general education institutions, the following kinds of institutions can



be distinguished – school (*shkola*), gymnasium (*gimnazia*), and lyceum (*litsei*); among non-university level higher education institutions – technicum (*tekhnikum*), tertiary institution (*uchilische*), and college (*kolledg*); among university level higher education institutions – university (*universitet*), academy (*akademia*), institute (*institut*), and conservatory (*konservatoria*).

The third component of the Russian education system is its administrative bodies. According to the Constitution of the Russian Federation, both the Federal as well as other regional and local relevant authorities share a common responsibility for general educational problems. This shared authority means that, in addition to the national laws and regulations on education, the relevant regional and local authorities in the Russian Federation may enact their own regulations within their areas of competency.

At the Federal level, there are two kinds of administrative bodies:

- the central state administrative body of the Russian Federation;
- other ministries which have education institutions in their remit.

As a rule, the regional and local authorities of the Russian Federation as well as the various municipal bodies administer pre-school and general education institutions. These are also in charge of the majority of education institutions of vocational and non-university level higher education.

As for the university level higher education institutions, the picture is completely different; here, more than 95 percent of the state higher education institutions are administered by Federal bodies and are subordinated to the Ministry of Education or other Federal ministries. Non-state higher education institutions are managed by their founders.

Administrative functions in education are not concentrated in a single body but are distributed among several bodies at different levels of management. Some of these functions are in the purview of the Federal authorities (the Federal Assembly of the Russian Federation and the Government). Others are

assigned to the administrative bodies of the constituent republics of the Russian Federation. And the third portion is left to the competence of the education institutions themselves. The Law *On Education* devotes several clauses to the distribution of administrative functions among different authorities. Table 4 portrays the distribution of functions regarding the content of education.

Table 4 clearly indicates that administrative functions are evenly distributed between administrative bodies and education institutions. Such a distribution has its own logic: the lower the hierarchical position of a body which may take decisions concerning the content of education, the narrower and it is, the more concrete its functions and its influence in regard to the subject.

Table 4. Administration of the content of education

| Managerial functions                                                                                                                                 | Decision-making bodies                                                                         | Notes                                                                                                                                                           |
|------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| General requirements concerning the content of education                                                                                             | The Federal Assembly of the Russian Federation                                                 |                                                                                                                                                                 |
| Mandatory minimum of the contents of the education programme of basic general education                                                              | The Federal Assembly of the Russian Federation                                                 |                                                                                                                                                                 |
| Mandatory minimum of the contents of other education programmes (the Federal component of the State Educational Standard)                            | Federal bodies of the state authority                                                          | The Government of the Russian Federation takes decisions regarding the development of the State Educational Standard, and the Ministry of Education adopts them |
| National and regional features reflected in the content of education programmes (national and regional components of the State Educational Standard) | Administrative bodies of the relevant regional and local authorities of the Russian Federation | As to the education (course) programmes of university level higher education, the higher education institutions themselves take decisions as to their contents  |
| Model contents of education programmes (model education programmes)                                                                                  | National managerial bodies in charge of education                                              |                                                                                                                                                                 |
| Contents of education in a particular education institution (education programmes)                                                                   | The education institutions themselves                                                          |                                                                                                                                                                 |

Basic information on the Russian higher education system (situation in 1998) is presented in Table 5.

Table 5. Basic information on the Russian higher education system (situation in 1998)

| Indicators                                                                                                                | State            | Non-state       | Total            |
|---------------------------------------------------------------------------------------------------------------------------|------------------|-----------------|------------------|
| Numbers of university level higher education institutions*                                                                | 590              | 349             | 939              |
| Student enrollment (in thousands)                                                                                         | 3728.1           | 344.9           | 4073.0           |
| Numbers of first year students (in thousands)                                                                             | -                | -               | 1059.0           |
| Numbers of graduates (in thousands)                                                                                       | -                | -               | 554.8            |
| Numbers of teaching staff (in thousands)                                                                                  | 255.9            | 42.1            | 298.0            |
| Numbers of teachers holding doctoral degrees, Doctor of Sciences and Candidate of Sciences (in thousands and percentages) | 148.2<br>(57.9%) | 24.4<br>(57.9%) | 172.6<br>(57.9%) |

\* those educational programmes leading to academic degrees.

## 1.2. THE CONCEPT AND THE ROLE OF THE QUALITY ASSURANCE SYSTEM

In all the periods of Soviet history, higher education was considered, first of all, as a system for the education and training of highly skilled personnel for different branches of the national economy ("the forging of personnel"). Accordingly, when national governing bodies turned to the problems of developing and improving higher education, they always regarded the quality of graduate education as the basic criterion for judging the activities of higher education institutions.

In this context, the term, "quality", in the notion of "quality assurance system for higher education", related exactly to the "final product" of universities and of other higher education institutions, i.e., to graduates and to their preparedness to serve as the dynamic elements of social and technical progress for the development of science and culture. The term, "quality", as it relates to the higher education system, is still used in this very sense today. Thus, the quality of higher education is the quality of the education that graduates have acquired, i.e., the correspondence of the achieved level of personal development of an individual and his or her professional skills and

competencies as compared to the stated requirements established for this level.

From this point of view, the system that safeguards the achievement of this quality is the quality assurance system in higher education. The quality assurance system in the Russian Federation has the following main components:

- the admission system to higher education;
- the course programmes;
- the teaching staff;
- the research;
- the social, economic, and material conditions for the teaching and learning process;
- the mechanism of quality assessment.

Given the nature of the quality assurance system, it obviously plays a leading role in regard to the functioning and the development of higher education as a whole. In so doing, it takes into consideration a broad spectrum of tasks that face higher education as a social institution including the transfer of the social and cultural heritage, the generation of new knowledge, and the development of the spiritual values and moral norms of society.

As in the case of any other system, the quality assurance system is a set of elements that are inter-linked and form a certain unity. As in the case of all other social systems, it has a legal foundation. The creation and management of the quality assurance system is subject to the usual conditions regarding the design and control of complex systems. It should, nevertheless, be pointed out that the general principles common to all social and technical systems imply the existence of essential peculiarities and distinctions. In contrast to technical systems, the elements and units of which are passive while the system is functioning, the objects of a pedagogical project, whether they be teachers, students, a school librarian, or the head of a research laboratory, have their own opinions as to how the education system should function. Within the purview of their rights and competencies, they attempt to bring



into the process of education and training what they themselves consider necessary.

A particular feature of pedagogical project development is the envisaging and the promoting of a creative approach to the subjects of the teaching and learning process. Today, the human factor should be taken into account in the implementation of any project, and even more so in social projects. Indeed, this factor should not only be taken into account, but it should be incorporated into the project, so that the creative activity and the self-development of the subjects of the teaching and learning process can determine the development of the system as a whole.

The complexity of educational projects arises from the need to create situations whereby the activity of each participant produces a positive final result that is not destroyed in a struggle among opposite opinions. It is thus desirable that the general framework of a social project be perceived positively by all or the majority of the subjects of the education system. A consensus in this regard creates a strong guarantee that there will be no attempt to destroy a system created according to the agreed upon design. Moreover, the project itself should envisage a special mechanism (including regulations, procedures, recommendations, norms, etc.), that will harmonize the activities of those for whom it is destined. The distinctive feature of this mechanism is that it should be based on conviction and should rely on the motivation and the awareness of each of the persons concerned of his or her moral responsibility for the results of the common work. The mechanism should not function in a way that bans and punishes (as, for example, a legislative mechanism does when based on the obligatory norms of the criminal code). The moving forces of the mechanism should be public institutions, not state bodies.

As the quality assurance system is aimed, as has been underlined, at the quality of the final result of education and training, the identification of the structure of this system, its composing elements, its qualitative and, if possible, quantitative description is the central task of system-



elaboration. Only when actions undertaken to update the contents of education, to train pedagogical staff, to improve the conditions of the educational process, etc., have a bearing on the quality of graduates, is it possible to correct these actions, to elaborate guidelines for reform, and to estimate the efficiency of educational activities.

The approach to the management of the educational process as described above is not unanimously supported by educational researchers in different countries. According to another concept that has widespread acceptance, it is sufficient to permanently improve all the facets of the activities of higher education institutions without monitoring the final results of the educational process. Champions of this approach believe that, *first*, the formalization of the personal characteristics of a graduate is an extremely difficult task, and that, *second*, the task cannot, in principle, be accomplished, since the notion that quality is represented by the correspondence of an object's characteristics with the requirements of its consumers, leads to vagueness owing to differences in the requirements to be met by graduates as perceived by different categories of stakeholders: the state, society, employers, etc. What is good for one of them can appear to be less good for the others.

Admitting these many complexities with regard to the description of the "desirable image" of graduates, Soviet and now Russian researchers, nevertheless, mainly use an approach to the management of the education system which is based on the evaluation of the final results of the educational process. This approach does not deny, but envisages as an obligatory component, a system that regulates the factors that ensure the achievement of these results (the quality assurance system).

It should be noted that in recent years several international projects in higher education concerning the certification of education programmes on the basis of the requirements concerning the final results of educational processes have appeared. As an example, the European Federation of National Associations of Engineers has described the so-called

"competence potential" of an engineer in terms of a list of about twenty-four requirements that graduates having a technical profile should have met. These requirements, that refer to the knowledge and skills of an engineer, *i.e.*, "to have integral knowledge of the principles of engineering" or "to be able to use technical information", also include requirements as to the personal and ethical qualities of an engineer, for example, a requirement that an engineer be cognizant of his or her responsibilities in regard to society and the environment. The World Congress on Engineering Education held in Portsmouth, United Kingdom, in 1992, adopted a "model of the final result" which is essentially the same as the one described above but with certain differences as to structure and set of requirements.

### 1.3. THE INHERITED QUALITY ASSURANCE SYSTEM

The Russian Federation inherited the quality assurance system developed in the Soviet Union between 1917 and 1991. As noted above, the standard according to which this quality assurance system was elaborated was based on an ideal model of the contemporary Soviet graduate. This model had two components. The first one was a spiritual and moral ideal of the individual who represented the intellectual élite of contemporary society by his or her level of personal and cultural development. The second component consisted of the aggregate of the professional characteristics of the knowledge and skills of graduates that enabled them to work efficiently in a given area of science, engineering, culture, or the arts.

The priority of spiritual over material values has been inherent to the mentality of Russian society throughout all the periods of its development. During the Soviet period, such qualities as patriotism, internationalism, and collectivism, were proclaimed as qualities which should be relevant to the spiritual and moral aspects of a model person. [One should keep in mind that attempts to describe the ethical qualities of a specialist were undertaken in different countries many centuries ago. There was, for instance, the universally known

code for medical doctors ("the Oath of Hippocrates") that appeared several centuries before Christ. With reference to the graduates of higher education institutions during the Soviet period, desirable or required qualities in regard to their ideological and ethical norms of conduct were laid down in special decrees of the Central Committee of the Communist Party of the Soviet Union and the Council of Ministers of the USSR devoted to the development of education (the last decree was adopted in 1987). These decrees established general requirements for specialists as determined by the state ideology that called for the social construction of mature socialism.

As for the second component of the model image of a young specialist, it was based on the norms of the USSR Ministry of Labour, which determined, for each standard working position at any state institution, a set of knowledge and skills criteria, that a person applying for appointment to a given post was expected to meet. Descriptions of such requirements constituted the basic elements of the wage-rates and the qualifying guides, the latter serving as legal standard documents to be consulted in employing personnel at any enterprise or institution in the country. In its turn, different ministries (such as, for example, the Ministries of Agriculture, Transport, Communication, Public Health, etc.) listed these requirements with reference to their specific fields. Thus, each higher education institution had clear-cut requirements fixed in the document, which were used for the development of the professional components of the model image of a graduate.

In 1982, another step in the formalization of the required professional qualities of graduates was taken. For each speciality (there were more than 400 entries in the list of specialities in the USSR), the qualifying characteristics of graduates were elaborated. These included listings of minimum requirements for the professional knowledge and skills of future medical doctors, teachers, engineers, agriculturists, etc. As a rule, these requirements had an integral character that listed and described the kinds of activities which graduates should perform and the classes of

problems that they should be able to solve. The USSR Ministry of Higher Education established the rule according to which all the activities of higher education institutions aimed at the development of the contents and the methods of education should be oriented towards the creation of conditions that would enable students to obtain the required knowledge and skills.

The system led to the elaboration of a desirable model image of a graduate or, in other words, the quality assurance system consisted of several components that are described below.

#### 1.3.1. *Admission to Higher Education*

The secondary (complete) general education certificate or its equivalent was the necessary but not sufficient requirement for admission to university level higher education. The second admission requirement was success on an entrance examination. The number of tests varied from three to four depending on the field of study. As a result of this competition, the best applicants who earned the highest aggregate grade (the sum of the grades obtained for all the examinations) were admitted.

The conditions to be met for admission to higher education, especially to leading universities, were severe. Normally, from two to ten applicants competed for each vacant place. In addition to academically based selection, and in order to enlarge a pool of potential students, provisions were made to relax the admission procedures for applicants who had accumulated work experience in the given field. At the same time, certain restrictions on the admission of women to specialities and occupations (metallurgy, mining, etc.), which were considered dangerous for their health, were introduced.

Residents of rural areas, who already had work records in agriculture, were admitted to agricultural higher education institutions irrespective of their aggregate grades. At pedagogical higher education institutions, preference was given to those applicants who could produce a letter of recommendation from their secondary school directors



testifying that already at school-level they showed an inclination, an ability, and a desire to work with children.

### 1.3.2. Course Programmes

In the Soviet Union, assuring the high academic level of education and the continuous updating of its contents were among the principal objectives of the quality assurance system. These tasks were undertaken with the assistance of public bodies - associations of academics set up on a permanent and voluntary basis. These associations, called *academic and methodological councils*, developed course programmes, including curricula, for each speciality. They were composed of leading university professors and researchers in the respective field. After the course programmes so-developed had been adopted by the USSR Ministry of Higher Education, they were accorded the status of standard education programmes and served as the basis for the preparation of particular course programmes in higher education institutions. Specific course programmes were expected to fully reflect the contents of the corresponding standard course programmes. Higher education institutions were permitted to complement a given education programme with an optional part representing five percent of its total volume as well as to change the ratio of academic hours devoted to the study of separate sections of disciplines. Normally, all education programmes were updated regularly every five to six years. Likewise, all the textbooks and instructional materials were also updated. The state assisted the activities of the councils in question by partially remunerating their members and by organizing the printing and the distribution of the documents developed by the councils among the various higher education institutions.

For a number of disciplines, which are common to the majority of education programmes, including mathematics, physics, physical education, etc., academic and methodological councils were established. These councils elaborated education programmes for particular disciplines and adapted their



contents to groups of specialities (for example, mathematics for engineers, mathematics for the natural sciences, etc.).

Course programmes devoted special attention to fieldwork that took place at the leading industrial enterprises, research institutions, hospitals, secondary schools, etc. The total amount of fieldwork totaled more than fifty weeks per year. The USSR Ministry of Higher Education, in co-operation with the other ministries concerned, prepared the national five-year plan for student fieldwork. This plan fixed the quota of places in enterprises for fieldwork projects for each higher education institution according to its requests. Moreover, the state remunerated the enterprises for their participation in the organization of fieldwork.

### *1.3.3. The Academic Staff*

The qualifications of academic staff members in the former Soviet Union, as is still the case in the Russian Federation, were evaluated along two parallel lines - pedagogical and scientific. To have one's capacity to teach recognized, one was required to have the academic title of Professor or Associate Professor (Docent). To have one's scientific capacity certified, one would earn the degree of "Candidate of Sciences" and then of "Doctor of Sciences". The hierarchy of pedagogical positions in higher education institutions included the following posts: assistant professor, senior lecturer, associate professor (docent), and professor. The hierarchy of administrative positions included the posts of head of chair, dean, vice-rector, and rector.

Given the leading role of the teaching staff in the Soviet higher education system, great attention was paid to the preparation of teachers and to the improvement of their pedagogical and professional qualifications. Soon after the Second World War and up to the beginning of the 1980s, the average salaries of university teachers were set at one-and-a-half to two times higher than average wages in industry. University teachers and teachers in secondary schools were allowed the largest amount of paid leave of any occupational group in the country: two months each year.

Numerous doctoral study programmes (*aspirantura*), aimed at training teaching and scientific staff members, were offered. After the successful preparation and defense of a dissertation, Doctoral students, called *aspirants*, were awarded the Candidate of Sciences Degree. In addition to the dissertation requirement, Doctoral study programmes included courses which provided Doctoral students with pedagogical training. Thanks to these programmes, two-thirds of the teachers in higher education institutions received specialized pedagogical training.

With regard to the higher education system, a set of measures to encourage teachers to improve their pedagogical, scientific, and professional knowledge and skills on a regular basis was developed. The Advanced Training Institutes for University Teachers played the main role in this respect. Each university teacher was given an opportunity, once every five years, to take special full-time courses or to undertake scientific training at an appropriate research institution or practical training at a corresponding enterprise. Participating teachers were paid their average monthly salaries during their periods of training (up to three months). In addition, the costs of travel, room, and board were also reimbursed. Despite insufficient individual orientation and too much formalism in terms of organization, such courses had a positive influence on the quality of the educational process.

The numerous scientific and methodological conferences, meetings, and seminars in which teaching staff were involved were equally effective means of professional development. Such fora offered themselves as convenient venues for discussing such matters as the problems of teaching and learning in different disciplines, teaching methods, and the organization of fieldwork. As a rule, the higher education institutions reimbursed the costs of participation in such activities.

#### 1.3.4. The Research

Each higher education institution was required to undertake research and to use it as a basis for improving the educational

process. Research outcomes had to be used effectively in the teaching and learning process. Both teachers and students were involved in research activities. For teachers, such activities were mandatory; for students, they were voluntary. Research was a permanent topic of discussion at the different levels of the educational hierarchy, from the USSR Ministry of Higher Education down to the individual higher education institution.

In addition to academic and methodological councils, *scientific and technological councils* were set up under the guidance of the USSR Ministry of Higher Education. These councils brought together the leading researchers in higher education and research institutions in related scientific areas. (It was not a rare case for the same professor to be a member of both councils.) Scientific and technological councils were also set up on a voluntary basis and were aimed at the elaboration of strategic guidelines for scientific research, the co-ordination of research activities, etc. The state rendered support to scientific and technological councils and university researchers by funding conferences and symposia as well as the publication of scientific reviews and monographs. The outcomes of the activities of the scientific and technological councils were immediately presented to academic and methodological councils for their use in the educational process.

The required average workload of a university teacher was six hours per day. Of these, three hours per day were devoted to research that was directly linked to the teaching and learning process (the so-called state-budget scientific research). In addition to this type of research, higher education institutions themselves concluded applied research contracts (business contracts) with enterprises and institutions in regard to questions in which the latter were interested. The participation of teachers in applied research was encouraged because the work led to an increase in the scientific level of the teaching and learning process.

Student scientific societies were set up in each higher education institution. Annual scientific conferences and

competitions were organized. National and regional competitions for the best student research were conducted, and the winners of these competitions were rewarded. In addition, competitions for the best diploma projects and papers in each speciality were held. Among major evaluation criteria were the scientific level of projects or papers and the degree of innovation that they represented.

### *1.3.5. The Socio-economic and Material-technical Conditions of the Teaching and Learning Process*

From the point of view of quality assurance, many factors can be evoked in reference to socio-economic, material, and technical conditions: the wages of teachers, student stipends, educational facilities, places in student residence halls, laboratory equipment and university libraries, student leisure time activities and health services, and even university autonomy and academic freedom. The major means used in the Soviet education system to enhance these conditions are listed below:

- free tuition and student stipends corresponding to the living standard; the possibility for non-resident students to live, almost free of charge, in residence halls; free textbooks; provision of medical and medical services at reduced cost;
- the planned construction of new institutional infrastructure and facilities: buildings, libraries, residence halls, clubs, and sports facilities;
- the centralized publication of multiple copies of all required textbooks, state-funded research in the field of education; state-funded development and production of educational equipment;
- assistance to youth organizations the purposes of which coincided with the state ideology; encouragement of amateur student activities and sports.

Regarding economic, material, and technical provision, the heritage left to the Russian education system was not so solid. By 1991, the wages of university teachers had declined to the



level of average wages in industry. Educational facilities in the majority of higher education institutions lagged behind the set standards. The situation with regard to textbooks was much more favourable.

During the "perestroika" period, university autonomy and academic freedom were considerably broadened. The state monopoly in regard to the ideological education of youth in the spirit of "devotion to communist ideals" was dropped, and the way to a pluralism of opinions and to the mastery of the world cultural experience was opened.

#### *1.3.6. The Mechanisms for Quality Assessment*

Special procedures followed in each higher education institution served as the basis for the quality assessment mechanism. The main procedure was the *State Final Certification*, which was aimed at the assessment of the knowledge and skills of graduates by the State Examination Commissions. These Commissions consisted of professors from the given higher education institutions and from other institutions, as well as representatives of other concerned organizations. The chairperson of a Commission was normally the head of one of the largest firms, enterprises, or factories that employed graduates in the relevant speciality. Each commission awarded relevant qualifications and diplomas to graduates, its members reaching decisions according to the requirements of the given speciality and the appreciation of each graduate by the administration of the given higher education institution.

Other quality control procedures included assessments organized by the administration of the given higher education institution (the rector, the dean, the head of chair) and attendance by colleagues at one another's lectures. A number of higher education institutions set up special quality control systems based on established norms for the organization of studies. Unfortunately, the over-regulation of teaching activities sometimes curbed the initiatives of teachers, a situation that could not help but be detrimental to efforts to improve the teaching-learning process.



In 1967, a special department of the USSR Ministry of Higher Education, the State Inspectorate of Higher Education Institutions, was given responsibility for quality control at national level. Optional evaluations of the activities of higher education institutions were carried out by special commissions composed of leading experts in the given field who were chosen by the State Inspectorate. Final reports, which reflected the outcomes of evaluations, and included recommendations on how to correct revealed shortcomings, were presented. Each year, the USSR Ministry of Higher Education discussed and analyzed the results of the State Final Certifications, the reports of the State Examination Commissions, and the results of the State Inspections.

#### 1.4. EVOLUTION OF THE QUALITY ASSURANCE SYSTEM AFTER 1991

The year, 1991, was crucial in the history of the socio-political setting of Russian society. The disintegration of the Soviet Union, the establishment of an independent Russian state, the rejection of the former state ideology, the transformation of the economic system - all these developments could not fail to have an immediate impact on the higher education system.

In 1992, the Federal Law *On Education* came into effect. As will be explained below, it determined the principles underlying the state policy in regard to education. These principles include statements of the humanist nature of education, the democratic character of management, the autonomy of universities, etc. The Law also states that a new document, the State Educational Standard (SES), would from then on play the fundamental role in the evaluation of the quality of education. According to this Law, the State Educational Standard should be at the basis of the requirements for the quality of education and the training of graduates. Alongside professional requirements, the texts of a number of articles of the Law refer to those spiritual and moral values which must play the role of orientation marks and of the goals to be achieved in the process of the socialization, of an individual,

such as respect for individual rights and freedoms, promotion of mutual understanding between nations, patriotism, devotion to family, etc. At the same time, the modalities of convergence of the above-mentioned goals in the description of the concrete characteristics of graduates were formulated by the working groups that developed the State Educational Standard.

The State Educational Standard for higher education was worked out by *teaching and methodological associations* (associations of similar higher education institutions) along with *academic and methodological councils* (associations of university teachers having the same profile). In Russia, there are about ninety teaching and methodological associations and twenty academic and methodological councils. In the course of the 1992-1996 period, over five thousand professors and teachers from different higher education institutions participated in the commissions and sections of these associations and councils. They succeeded in elaborating over 600 state standards for every education programme currently being delivered in higher education institutions in Russia. To the credit of these academic collectives, it should be stated that they repudiated the technocratic approach to the standards and imparted to them the qualities of open and variable norms that solidified and developed the basic academic freedoms that were inherited from the Soviet period.

The Law requires that every standard specify the minimum contents of an education programme and the minimum requirements to be met by graduates. A considerable portion (over 30 percent of the total volume) of programmes was fixed elsewhere than at national level, the task being left to the discretion of the regional and institutional levels. Moreover, the contents of the Federal components of programmes (about 70 percent of the total volume) were not strictly determined but designed in a general way, thus leaving teachers in each university free to develop the contents of programmes as they saw fit. Nevertheless, the information on disciplines, which the State Educational Standard contains, plays the role of an invariable which provides students with some' guaranteed

quality in the educational process. At the same time, it provides the state and the public with common educational space and promotes academic mobility and the recognition of qualifications necessary for the formation of a common labour market.

Compared to the previous standard documents, the State Educational Standard document was sufficiently flexible to leave room for teachers to maneuver and for students to have some choice as to education programme. For these reasons, the State Educational Standard was welcomed by the academic community of the Russian higher education institutions.

It should be noted that the previously existing structure for course programmes has changed very little. The fundamental character of education, the obligatory combination of natural sciences and humanities in all programmes, the considerable concern for practical training - all these priorities have not simply been reiterated but have been sealed into the State Educational Standard. Hence, it is not the methodology for developing a quality assurance system that has changed, but the instrument by means of which the quality of educational processes and the results of the latter are assured.

The requirements to be met by graduates have remained at the core of the system. At the same time, owing to the general change in the reference points of values, the contents of the requirements have been altered.

First of all, the educational doctrine prevailing at present in Russian society has been consolidated. According to it, the principal goal of education is the development of personality as well as the creation, for young people, of the conditions for self-fulfillment and intellectual advancement. The pragmatic goals of the state to train qualified personnel (professionals) is considered to be an important component but is subordinated to the principal goal.

Some changes are related to the admission procedure. The humanistic paradigm of education mentioned above has called for increased participation in higher education. As a result, over the past five years, the number of students has increased

by 38 percent, a rate of expansion that is unprecedented for Russia. Mention should be made of the fact that the largest proportion of this increase is represented by fee-paying students, not by those funded from the state budget. At the same time, there is also a trend in favour of increasing the enrollments funded by the state budget.

The regulations concerning admissions have hardly changed. Admissions requirements have remained the same and include the desires of applicants, presentation of the secondary school certificate or other equivalent document, and success on entrance examinations. However, all the limitations or privileges envisaged earlier for certain categories of citizens have been withdrawn from the regulations. Exceptions are only made for persons who need social assistance (orphans and the physically handicapped).

The pragmatic approach to the selection of applicants gave way to the idea of equal opportunity. For the 1991-1998 period, the practice of evaluating the level of knowledge of schoolchildren by means of centralized testing performed by the specialized All-Russian Center in the framework of the Moscow State Pedagogical University has considerably expanded. Many higher education institutions accept the results of this testing as an equivalent to entrance examinations, which makes the selection process more objective. This procedure also reduces psychological stress for secondary school graduates who are no longer required to take entrance examinations very soon after taking their graduation examinations. At present, over 700,000 schoolchildren from all the cities of Russia pass through the testing procedure, and over half of the higher education institutions have declared their recognition of the certificates of the Centre as being equivalent to the results of entrance examinations.

As to the academic and research staff, the modifications in their composition are illustrated in Table 6.

The increased numbers of teaching staff members holding the advanced (scientific) degrees of Doctor of Sciences and of Candidate of Sciences represents a positive trend. The number of heads of chairs not holding advanced degrees, and academic



titles is constantly decreasing. However, this tendency does not serve as the basis for a generally positive evaluation of the recent changes in terms of any increased efficiency of the teaching and learning process. Efficiency cannot increase owing to the destructive effects of economic factors on the possibilities for teaching staff members to remain highly productive and to effectively realize their potential in the processes of education and training. As a result, the arsenal of means by which a high level of professionalism which can be achieved by the teaching staff has been considerably reduced.

Table 6. Composition of the academic and research staff in Russia

|                                                                                                                                     | Year    |         |         |
|-------------------------------------------------------------------------------------------------------------------------------------|---------|---------|---------|
|                                                                                                                                     | 1991    | 1993    | 1996    |
| Total numbers of staff                                                                                                              | 224,061 | 228,850 | 225,271 |
| Numbers of staff holding advanced (scientific) degrees and academic titles (percentages of the overall numbers of staff):           |         |         |         |
| - Doctor of Sciences                                                                                                                | 6.4     | 7.4     | 8.8     |
| - Candidate of Sciences                                                                                                             | 51.4    | 49.0    | 48.8    |
| - Professor                                                                                                                         | 6.1     | 7.5     | 9.2     |
| - Associate Professor (docent)                                                                                                      | 33.4    | 43.2    | 35.4    |
| Numbers of Heads of chairs holding advanced (scientific) degrees and academic titles (percentages of the overall numbers of heads): |         |         |         |
| - Doctor of Science                                                                                                                 |         | 38.6    | 42.5    |
| - Candidate of Sciences                                                                                                             |         | 52.0    | 49.0    |
| - Professor                                                                                                                         |         | 40.0    | 45.1    |
| - Associate Professor (Docent)                                                                                                      |         | 47.6    | 44.4    |
| Numbers of Heads of chairs with no advanced (scientific) degrees and academic titles (numbers of persons)                           |         | 2,331   | 2,050   |

Negative changes have also occurred in the research sector of higher education as well as in the provision of the socio-economic, material, and technical conditions for the educational process. The reason is the same – the dramatic shortage of financial resources. The fact that allocations for research in Russia have reached a very low level can be proved by the comparative analysis of expenses for research per capita



in the OECD countries. According to the data, out of twenty-five OECD countries, only Mexico, Turkey, and Greece have a lower level of expenditure than Russia. The low level of funding of research has brought about a decline in the number of staff members in the research sector of higher education institutions, from 2.2 million to 1.3 million. This decline, in turn, has resulted in a level of scientific information production that is seven times lower than it was in the past. Therefore, the fact that an increasing proportion of university teachers is not involved in research on regular basis is alarming.

Owing to the lack of personal involvement in research, a university teacher cannot deliver the advanced scientific information to students that is essential for good teaching. The lack of educational premises and facilities: space, advanced instructional materials (monographs, textbooks, manuals, etc.), laboratory equipment, and the like reduces the professional capabilities of teachers. Possibilities for the purchasing of scientific literature, the modernization of research equipment, etc., have been reduced.

The conditions under which the State Examination Commissions can carry out their activities have seriously deteriorated owing to economic and financial hardship. Many Commissions can no longer invite independent external experts to participate in their work, resulting in reduced objectivity on their part. In the meantime, the Ministry of Education has had to exclude from the statistical representation the quantitative indicators (marks) received by graduates in the final evaluation. Thus the control of the quality of graduates has been weakened.

At the same time, increased attention has been given to other components of the quality assurance system. The licensing of higher education institutions has been introduced. As part of the licensing process, the opportunities for an institution to organize educational processes at an acceptable level are examined (the breakdown of the research and academic personnel, the state of the premises and the facilities, etc.). Unlicensed institutions are illegal.

The mandatory attestation of state higher education institutions has been established. For this purpose, an independent body, the State Attestation Service, has been set up. It examines every state higher education institution every five years in order to make sure that the State Educational Standard is being observed. In case an evaluation reveals a lack of correspondence between the educational processes of a given higher education institution and the quality of its graduates, with the requirements of the State Educational Standard, the higher education institution in question can be closed. In this regard, the final reports of the State Attestation Service are accorded a higher legal status than was the case with the final reports of the State Inspectorate of the pre-1991 period.

Another change in the mechanism of quality control - the accreditation of higher education institutions - has recently been introduced. The final decision on accreditation in the case of each institution or programme is taken by the Ministry of Education. If a positive decision is taken, a Certificate of State Accreditation is granted. The accredited institution obtains the right to award nationally recognized diplomas of the state format and to be included in the state budget funding mechanisms.

It is necessary to note that in Russia, as in many other countries, self-evaluation is the first step in the evaluation of higher education institutions. It is also important that leading university professors serve as experts in the evaluation process.

One more positive tendency in the development of the quality assurance system is the informatization of the educational process and the application of information and communication technologies.

## **Chapter 2: The Contemporary Russian Quality Assurance System**

### **2.1. THE LEGISLATIVE BASIS FOR QUALITY ASSURANCE**

The right to education is a fundamental human right. It is the right of an individual to acquire knowledge, skills, cultural habits, and orientation in a profession, all of the above being vitally important for him or her to lead a normal life in contemporary society. The right to education is stipulated in a number of international declarations and conventions: *The Universal Declaration on Human Rights* (Article 26), *The International Convention on Economic, Social, and Cultural Rights* (Article 13), *The Convention on Children's Rights* (Article 28), and others. In Russia, this right is secured by the Constitution of the Russian Federation (Article 43) and by such Federal Laws as *On Education* and *On Higher and Postgraduate Professional Education*. It is also confirmed by legislation concerning education adopted by all the relevant regional and local authorities of the Russian Federation. All these laws and legislative acts also include the rules that regulate the working of the quality assurance mechanism.

Another lower level in the operation of legislation is constituted by the so-called sub-legislative acts, i.e., by the regulations contained in legislative acts worked out on the basis of fundamental laws, such as the Decrees of the President and of the Government, regulations of the Federal ministries which administer the related higher education institutions, first of all, of the Ministry of Education of the Russian Federation, and finally, regulations issued by higher education institutions themselves. The sub-legislative acts (regulations) cannot contradict Federal laws and international agreements signed and ratified by the Russian Federation. Hence, the right of an individual to quality education is assigned top priority and is guaranteed by national legislation.

An analysis of the legislative basis of quality assurance in education can only be made by taking into consideration the levels of education, the kinds of specialization imparted by education programmes, and the types and kinds of education institutions, that is the whole system of life-long education. The state that has assured, by means of legislation, accessibility to education programmes for which tuition fees are not charged (to large numbers of students) has, at the same time, introduced corresponding regulatory mechanisms, based on legislation, in order to assure the quality of education. Among the instruments employed to guarantee the quality of education, the State Educational Standard (SES) is the most important.

The concept of the State Educational Standard has been described above; its contents will be discussed in more detail below. Here the role of the state educational standards as the legislative basis for the assurance of the required quality of education in the whole educational space of the Russian Federation is presented.

The Constitution of the Russian Federation (Article 43) stipulates that "The Russian Federation sets up the Federal State Educational Standard...." This constitutional disposition lays the basis for the elaboration of legislative acts that regulate the functions of the State Educational Standard with regard to the quality of education. These acts were implemented in the form of two Federal Laws, *On Education* and *On Higher and Postgraduate Professional Education*, of sub-legislative acts adopted by the Government of the Russian Federation (which determine, for example, the procedure for the development, adoption, and introduction of the State Educational Standard), and in the form of normative acts decreed by the Ministry of Education.

The Law *On Education* (first and foremost the clause, "State Educational Standard") lays down the basic rules which determine the status and the structure of the State Educational Standard. The Law *On Higher and Postgraduate Professional Education* lays down the State Educational Standard for higher and postgraduate professional education.



Alongside the specific clauses, the Law *On Education* contains some seventeen articles enumerating the regulations, which determine the legal relations in education, aimed at achieving the required quality of education with reference to the State Educational Standard. The Federal Law *On Higher and Postgraduate Professional Education* also includes eight articles devoted to the same subject.

One should note that according to the basic rules which determine the Law *On Education*, the State Educational Standard for basic general education (the nine years of schooling that are compulsory for every citizen of Russia) must be approved by the Federal Council (the upper chamber of the Parliament of the Russian Federation). This stipulation means that the Federal law adopted in this particular case had to specify the minimum requirements to be met by basic school leavers and the corresponding contents of their education. As for the educational standards for other levels of education (for example, secondary (complete) general education, vocational education, higher education, etc.), their application lies within the purview of other state bodies responsible for the administration of education institutions of Federal and regional subordination.

The set of coordinated state educational standards for all levels of life-long education shapes the contents of education and establishes the required quality of education and training of specialists capable of meeting the challenges of the times. Also, the scientific, social, and material aspects of the quality assurance system are determined according to the human, financial, and material resources available, as well as by the entrance requirements to be met by applicants applying for admission to education institutions. Regarding the latter, the Federal Programme for Educational Development is assigned top priority. According to the Law, this Programme should be developed by the Government of the Russian Federation and should serve as the operational basis of the state educational policy. It should include concrete educational projects for which the required material and financial resources are assured.



The legislation on education also lays down the following stipulations: the minimum financial allocation for education (no less than 10 percent of the national income); the quota for financing higher professional education (no less than 3 percent of Federal budgeted expenditures); the exoneration of education institutions from taxes on income generated by their non-commercial activities; the reduced work load for the academic staff of education institutions (no more than 36 hours per week); the average academic staff salary which is expected to exceed the average salary in the Russian Federation. The legislation also lays down general rules on the conditions of competitive access to post-secondary professional education.

The *Law On Education* contains sections devoted to the rules that regulate legislative relations between the subjects of the educational process with regard to the quality of education. Thus, the following sections, "Competence and Responsibilities of an Educational Establishment", "State Control of the Quality of Education in Accredited Educational Establishments", and "Compensation for Damages Caused by Unqualified Education" define the responsibilities of education institutions to conform to the quality standards of education and to train their students according to the requirements of these standards. They also recognize the obligation of education institutions to offer compensation for losses caused by low-grade education. The rules derived from the Federal laws laying down the responsibilities of education institutions for the quality of education are incorporated into the laws on education of the relevant regional and local authorities in the Russian Federation.

The *Law On Higher and Postgraduate Professional Education* further develops the provisions devoted to the state control of the quality of education. It reaffirms the right of the state to carry out control and evaluation activities in regard to the quality of higher and postgraduate professional education. It defines the tasks to be undertaken to assure state control and evaluation, the functions and the rights of the state control and evaluation (inspection) bodies, and the forms as well as

the periodicity of inspections. The state control procedures do not claim to limit the autonomy and independence of education institutions. The main aim of these procedures is to safeguard the required level of compliance of higher and postgraduate professional education with the general state policy on the high quality of education and training.

In accordance with federal legislation, the state control and evaluation of the quality of education must be carried out by the State Attestation Service as well as by those state bodies for educational administration that have some competence in the domain. The state control and evaluation procedures are aimed at implementing the common state policy in higher professional education and applying it to both state, municipal, and non-state higher education institutions.

At present, because an independent body to conduct the state attestation has not yet been set up, the state assessment and evaluation of the quality of education is carried out by the Ministry of Education.

The state attestation body is in charge of the following:

- assessment of the observance of the State Educational Standard in all accredited higher education institutions, irrespective of the legislative mode of their organization;
- methodological provision for the final certification (final evaluation) of graduates and of the evaluation of the quality of education and training of graduates upon the completion of any level of higher professional education;
- the follow-up to reports regarding any complaints as to the insufficient quality of education, and the taking of decisions as to whether or not a claim should be forwarded to an education institution that appears to be delivering education programmes of low quality or that do not correspond to the State Educational Standard. Other grounds for claims are stated in the *Law On Education*, in the decisions taken by the general assemblies of students in higher education institutions, and in the official presentation of the State Employment Bureau.

Another important instrument in the mechanism for the assurance of educational quality has been constituted by the introduction of legislative rules and procedures for the application of sanctions in regard to those higher education institutions the activities of which do not meet legislative requirements. Some examples are given below:

In the case of violation by, a higher education institution, of the rules for educational activities as stated in its license, the Federal body for educational administration can withdraw the license of that higher education institution.

A repeated claim, in the course of two years, automatically entails the withdrawal of the state accreditation of the higher education institution in question.

A higher education institution can be closed under certain conditions. These conditions can include the following: a court ruling in the case of an institution which conducts activities without having received its authorization license, illegal activities, and activities which do not match the purposes of the higher education institution as laid down in its charter.

In compliance with the rules and regulations related to the assessment of educational quality as stipulated by legislation in the course of the years, 1994-1999, state standards for university level higher education have been introduced. A certain amount of similar work has been undertaken for vocational and non-university level higher education. At the same time, mention should be made of the gap in legislation caused at present by the absence of a Federal law setting the basis for a state educational standard in basic general education. Given the need to fill this gap, the Government of the Russian Federation had aimed to propose in the near future a draft Federal Law *On the State Educational Standard for Basic General Education*, which would serve as a solid legislative basis for the subsequent development and introduction of a set of co-ordinated standards for all levels of lifelong education.

At present, legislative activities having to do with education are concentrated on working out the above-mentioned draft law and the draft amendments and supplements to the Law

*On Education and the Law On Higher and Postgraduate Professional Education.* The draft projects envisage the development of legislation and of mechanisms for the implementation of rules to regulate the interrelations of the quality assurance system with different levels of administrative subordination: the Federal level, the regional and local levels, the municipal level, and the level of the individual education institutions.

The development of an Educational Code for the Russian Federation is planned as the next stage in setting the legislative basis for both the system of education in general and for educational quality assurance in particular. In a more comprehensive way than via the existing laws, the Code is expected to enumerate the norms regulating relations in the quality assurance system as well as the mechanism for their implementation. The mechanism will consist, first of all, of the regulations regarding the procedure for the development, adoption, amendment, and deletion of the state educational standards. It will call for the co-ordination of these standards for different levels of life-long education; the differentiation of the Federal and the regional components of the State Educational Standard; and the harmonization of the dispositions of national and international laws. The latter constitutes an independent part of the legislation regarding the quality of education.

The Constitution of the Russian Federation (Part 4, Article 15a) states that "the international treaties and agreements of the Russian Federation constitute an integral part of its legal system". This statement implies the direct action of universally recognized principles and the dispositions of international law contained in treaties and agreements ratified by the Russian Federation in its legal relations in education throughout the whole territory of the country. For this reason, work is underway to bring Russian legislation in the domain of education into conformity with international agreements ratified by the state.

In this context, the development of a new generation of state educational standards, which take into account the 1997



ISCED and the experience accumulated by the international academic community in the domain of quality assurance in education, is of prime importance.

The legislative efficiency of the rules that are being currently developed will be tangible only if a common legislative space throughout the whole country as well as a common legislative basis are provided for all the entities engaged in working out and implementing educational quality assurance mechanisms at different levels of educational administration: the Federal level, that of the relevant regional and local authorities, that of the individual higher education institutions, that of the teaching and methodological associations, and that of the academic and methodological councils.

## 2.2. BASIC ELEMENTS OF THE QUALITY ASSURANCE SYSTEM

The basic elements of the quality assurance system in the Russian higher education system are the following:

- the State Educational Standard;
- the admission system to higher education;
- the integration of teaching and research;
- the teaching staff;
- the evaluation and assessment of higher education institutions: licensing, attestation, accreditation, and the State Final Certification of graduates.

### 2.2.1. The State Educational Standard

The elaboration and introduction of standards in education are tasks of international importance. In practice, in every country with a developed post-secondary education system, certain requirements as to the quality of its educational system are set up in one form or another. As a rule, these requirements are specified in documents of great importance for the functioning of the education system. They therefore are perceived by the system as socially established norms or standards. As examples, reference can be made to the *World Class Standards for American Education*, issued in Washington D.C. in 1992, to



the report, *Prime Research and Development*, which contains materials on national professional standards in the United Kingdom, and to the 1997 ISCED.

The term, "State Educational Standard", as one of the basic criteria in education, was introduced in Russia in 1992 as part of the Federal Law *On Education*. According to this law, the State Educational Standard establishes norms for the contents of education programmes and for the quality of graduate education and training. The breadth of application of this law has given rise to mixed reactions on the part of all strata of the academic community, beginning with teachers in primary schools up to the leading university professors. The reason for this reaction is that, because of the national mentality, Russians perceive the term, "standard", as something rigid and monosemantic, as a symbol of unity, and as a denial of diversity. The mechanical transfer of such a conception to the sphere of human relations, by which the uniqueness of each person is appreciated as the greatest value, seems not only to be incongruous but blasphemous as well.

In Russia, the notion of "education" is historically linked to the idea of "creation itself in the image of God". Thus, the lofty idea of self-development and spiritual perfection has been inherent to Russian education for a very long time. In the opinion of many teachers, it is inadmissible, even impossible, that certain educational authorities might impose a standard on the individuality of a student in or a graduate of a Russian school or university. However, their anxiety has turned out to be groundless.

As noted earlier, the great merit of the educators who developed the Russian State Educational Standard was that, from the very outset, they rejected the idea of identifying educational standards with technological standards. Educational standards were designed on an essentially different basis. They do not encroach on the freedom of teaching and learning, but at the same time, they assure the common educational space of the whole country. Consequently, the idea, peculiar to the Soviet period in the development of the country, of norms and standards in the sphere of personal

convictions, ideological or religious views, and the personal qualities of an individual, was completely rejected. In addition, in 1993, the Committee on State Standards of the Russian Federation issued a special stipulation to the effect that the rules and procedures employed in the development of standards in the sphere of material production could not be applied to educational standards. Thus, the Committee on State Standards withdrew educational standards from its jurisdiction.

For many decades, Russian higher education institutions operated according to a standard curriculum according to which the state regulated education programmes almost completely in the framework of limited academic freedom. The development of the State Educational Standard has facilitated an essential move to greater academic freedom and university autonomy from the point of view both of academics, who are now granted more freedom in teaching, and students, who have received an opportunity to participate in the design of their course programmes. So, the State Educational Standard can be viewed as a document that enlarges the scope of freedom of teaching and learning while protecting the interests of the state and of society as a whole.

What does the document, *State Educational Standard for Higher Professional Education*, represent from the point of view of its purpose, structure, and content? One should note that the development of standards was conducted in a way that proceeds from the fact that the Russian Federation is a multinational and multi-ethnic state. Therefore, it was very important to take into account the interests of both the Federal State and the relevant regional and local authorities of the Russian Federation. With this reality in mind, and in accordance with the *Law On Education*, the *State Educational Standard for Higher Professional Education* is aimed at the provision of the following:

- a common educational space throughout the country providing a guaranteed freedom of implementation of the national education programmes;

- quality in higher education;
- the possibility for an objective evaluation of the activities of higher education institutions;
- the recognition and equivalence of foreign qualifications.

The document, *The State Educational Standard for Higher Professional Education*, lays down a general common standard (i.e., a "standard for standards") which was adopted by the Government of the Russian Federation and contains some general provisions, such as general requirements for education programmes, the list of fields of study (specialities), the maximum student workload, the procedure for the elaboration and approval of state standards, and particular standards for each field of study (speciality). Each specific standard lists minimum requirements to be met by graduates (both the requirements as to the personal qualities of graduates and requirements as to their knowledge and skills), as well as the compulsory minimum of the contents of specific course programmes.

Any standard for a specific course programme has two components: Federal and regional-local. The Federal component of a standard has been adopted by the Ministry of Education of the Russian Federation. In addition to the requirements to be met by graduates and the compulsory minimum of the content of the education programme, it contains the following:

- calculated lengths of time for given course programmes for both full-time and part-time studies;
- provisions for programme implementation;
- provisions for the final certification of graduates.

The regional-national components of a standard are adopted by higher education institutions themselves. They are worked out in conformity with national and regional requirements. As a rule, the Federal component constitutes 60 percent of the total programme, and the regional-national component, 40 percent. Such an approach reduces the risk of conflict, ensures the common educational space of the country, and, at the same time, takes into consideration

national and regional interests, traditions, and scientific schools in the constituent republics of the Russian Federation.

Of what does the Federal component of any standard consist? First, according to the general standard adopted by the Government of the Russian Federation, it includes the compulsory minimum of the contents of the given course programme which is distributed among four groups of relevant disciplines:

- basic humanistic and socio-economic disciplines;
- mathematical and basic natural-scientific disciplines;
- basic professional disciplines;
- specialized disciplines.

The description of each group of disciplines includes the list of disciplines pertaining to the given group and a brief summary of the contents of each discipline. Academic and professional fieldwork activities are also included. Both Federal and national (regional) components devote a certain number of academic hours to optional disciplines.

Second, the Federal component contains requirements to be met by graduates upon the completion of the full course of a given programme. What is meant is that proceeding from the analysis of the professional activity, the requirements in question specify the knowledge and skills that a graduate should possess in order to successfully perform his or her professional functions. These requirements also include requirements of a general character pertaining to the general and cultural education of an individual. For example, the requirements pertaining to a graduate in engineering also include requirements relating to his or her knowledge and skills in psychology, philosophy, culture, pedagogics, foreign languages, etc. Indeed, the requirements to be met by graduates determine the quality of their education and training and cover a group of related disciplines, *i. e.*, they have an interdisciplinary character.

The requirements can be applied to different gradations of the results of education and learning. In general, they can be grouped in an ascending gradation as follows:

- to have a concept of a process or a phenomenon and to understand its nature, etc.;
- to know the cause and effect of a process or a phenomenon as well as to be able to solve problems of a certain level of complexity;
- to possess methodological knowledge the application of which enables one to undertake non-standard tasks and to solve problems concerning irregular situations.

It is worth noting that in the United States the description of the standard requirements, for instance, in mathematics, employs a very broad semantic field comprising more than fifty terms. Students should be able to analyze, to know, to argue logically, to explain, to describe, to understand, to represent, to apply, to solve, to correlate, to interpret, to investigate, to compare, to learn, etc.

Third, the Federal component of a standard contains the information on the final evaluation which graduates should successfully pass in order to be awarded a qualification. This evaluation can consist of an examination in the particular discipline or examinations in a set of disciplines, or a defense of a diploma (qualifying) project (for example, in engineering) or of a diploma (qualifying) paper (for example, in the natural sciences). In addition, the standard briefly describes the degree of complexity of those evaluations and the period of time necessary for students to prepare for them. So, most course programmes envisage more than half an academic year for the preparation of the diploma project or paper, including a period of practical work.

And finally, the Federal component of a standard includes information about how it was developed, its developers, and its date of adoption.

If one wishes to consider the procedures for the development of state standards for higher professional education and their impact upon the quality of education, one must first examine the role of The Research Center for the Quality of Education that coordinated the activities for the development of standards. This Center involved sixty-five



teaching and methodological associations and twenty academic and methodological councils in this work, thus drawing upon the services of several thousand academics. By the end of 1996, the following standards had been developed and adopted by the Ministry of Education:

- for the *Bakalavr* Degree programmes - 92 standards;
- for the Specialist Diploma Degree programmes - more than 400 standards;
- for the *Magistr* Degree programmes - more than 220 standards.

First, the standards for the *Bakalavr* Degree programmes were elaborated (1992-1993), then, for the Specialist Diploma Degree programmes (1994-1995), and later, for the *Magistr* Degree programmes.

The principle aim in the process of elaborating the standards was to strengthen the fundamental character of education. By "fundamental character" is meant not simply the profound scientific knowledge that lays the basis for the scientific outlook of a graduate, but a combination of different kinds of fundamental knowledge necessary for the all-around development of individuals. It means that fundamental education should comprise both natural and mathematical disciplines (physics, chemistry, mathematics, etc.) and humanities and socio-economic disciplines (philosophy, psychology, philology, history, economics, physical education, etc.). For specialities in technology, the total number of academic hours for natural sciences is increased by 30 percent.

As for studies in the humanities, disciplines in the natural sciences were introduced, for the first time, into humanities course programmes. The total volume of these disciplines in such programmes is two to three times smaller than for technology programmes. They consist of a moderate integrated course of modern natural sciences complemented by courses in mathematics and computer sciences.

The group of socio-economic disciplines and of humanities consists of ten courses. Some of them were included, in one

way or another, in the course programmes of the Soviet period, and others (the study of cultures, sociology, psychology, and pedagogics) were newly introduced. The changes made were directed, first of all, at the elimination of the disproportion among disciplines owing to the dominance of the single socio-political doctrine in the Soviet period, and second, to the broader general and cultural education of students so as to associate them with global humanist knowledge.

One more important step forward toward a more profound fundamental character of higher education was made by the interdisciplinary description of a number of requirements for graduates. These requirements reflect the integrated indicators of the intellectual development of an individual and cover almost all the educational disciplines that form a given programme. In addition, the requirements as to the knowledge and skills of graduates in separate disciplines or in a group of disciplines have also been elaborated primarily on an interdisciplinary basis.

This approach to the description of requirements has stimulated academic staff members in higher education institutions to strengthen their links among different disciplines and to prepare integrated courses which help develop outlooks that consider the integral scientific concepts of processes and phenomena in nature and in society. In order to prepare graduates for creative and intellectual activities, the developers of standards have turned the focus of the professional work of academic staff toward a stronger emphasis on the following: the methodologies of the sciences taught in higher education institutions, the methodologies of activity, and on simulation and design. As a result, more than 60 percent of the requirements that graduates must fulfill refer to the mastery of the methods used in design, decision-making, control and evaluation, forecasting, simulation, management and administration, marketing, etc.

And finally, in the process of developing standards, the real step forward was taken through the education and training of specialists having broad backgrounds. Standards were elaborated for ninety fields of study for the *Bakalavr* Degree,

which serves as the basis for further *Magistr* Degree and Specialist Diploma studies. The multilevel education system allows students first to receive broad fundamental education and training in their specialities and then to continue their studies in more narrow specializations.

The issue of the application of standards to the objective evaluation of students will be further developed. Here it should be stressed that the integral and multidisciplinary character of the requirements for standards does not permit one to directly assess the conformity of the education received by graduates to these requirements. In this connection, it should be made clear that the requirements play the role of reference points for objective evaluation rather than serving as diagnostic norms. Nevertheless, these reference points have made it possible to regulate the work of the state certification commissions which carry out the final evaluation of graduates and to make the evaluation procedure intelligible and more transparent for both students and the members of the commissions themselves.

After the adoption of the Law *On Higher and Postgraduate Professional Education* in 1996, some changes were made in the structure of the standards. In addition, the experience accumulated by higher education institutions in the application of the first generation of state standards to the process of implementing education programmes has revealed a number of imperfections. Some of them are listed below:

- The socio-economic disciplines and humanities are insufficiently varied and oriented to the future professional activities of graduates.
- As mentioned above, it is difficult to directly use the requirements of the standards for the current assessment of the knowledge and skills of students or for the final evaluation of the quality of education and training of graduates.
- Unjustified discrepancies in the contents of the education programmes of a related profile complicate the rational organization of educational processes in multi-profile higher education institutions.

- The state standards for higher professional education are not sufficiently correlated with the state standards for other educational levels.

The analysis of these imperfections has resulted in a number of proposals for the next generation of state standards. The object now is to identify an invariable core for a number of relative specialities and to use this core as the basis for standardization at the Federal level. This approach is expected, on the one hand, to give rise to a reduction in the number of state standards by a factor of three to five, and to lead, on the other hand, to the extension of the freedom of universities to design their education programmes. With the same purpose in mind, reference to the core will enable a reduction in the number of disciplines in the first group in the Federal component of a standard to eleven, with only two of them being compulsory – a foreign language and physical education – and the granting to higher education institutions of the right to select another five disciplines. In order to specify the requirements for the level of education which precedes higher education and to unify the requirements to be met by applicants, the plan is to add a section titled "Requirements for Applicants". This section may also include specific requirements for applicants in certain fields of study (for instance, skills in singing, dancing, playing musical instruments, etc.) which are not covered by the Basic Curriculum for Secondary (Complete) General Education but are necessary for the education programmes of certain higher education institutions, for example, in arts, physical education, etc.

#### *2.2.2. The Higher Education Admission System*

In the Russian Federation, admission to higher education institutions is not a simple process. The Russian state, which aspires to democracy, is guided by the Constitution that asserts that the citizens of the country are the sovereign authority. Thus, the state assumes that each member of society should become sufficiently educated to be able to exercise his sovereign right of authority. (This imperative might

be considered the first doctrine.) To this end, higher education in the Russian Federation is expected to satisfy the desire of every person who has completed secondary (complete) general education and who wishes to continue his or her education in a higher education institution. (As will become clear below, for this demand to be met, the number of available places in higher education institutions would have to be doubled.)

But, under the circumstances of a strained national budget, the state cannot afford the costs of a large, however necessary, increase in the numbers of places in higher education institutions financed from the state budget, the so-called "free-of-tuition-charges places". The basic reference point of the state in this situation is the labour market, which determines the need for highly skilled personnel having higher education qualifications. The state is prepared to pay teachers and students only if it is confident that graduates will be in demand and be able to perform their duties fruitfully for the benefit of society, and not simply enlarge the number of unemployed people lining up in the employment agencies (this imperative is the second doctrine).

Bearing these two doctrines in mind, the admission procedure, which includes the planning of the size and the characteristics of student cohorts and the selection of applicants, is oriented, as stipulated by the relevant legislation, at harmonizing the contradictions between the two doctrines. Therefore, in compliance with the first doctrine, the Law *On Higher and Postgraduate Professional Education* proclaims as state policy "the expansion of access of the citizens of the Russian Federation to higher education and the unacceptability of reducing the number of students who are studying with the support of the Federal budget". Moreover, this Law has set the principle that no fewer than one-hundred-and-seventy students per ten-thousand citizens of the Russian Federation should be able to study in higher education institutions on a no-tuition-fee basis. It should be noted that this legal disposition is being strictly observed, despite the obvious economic depression in which Russia finds itself.



At the same time, the Law authorizes the Ministry of Education to participate in studies of the labour market demand for specialists, to develop adequate labour forecasts, and on the basis of these forecasts, to prepare proposals in regard to the size of the funding of higher education institutions from the state budget. The main instrument used by the Ministry for the implementation of this authorization is an analysis of the proposals made by higher education institutions in regard to the composition of their student cohorts and the co-ordination of institutional activity in this area. On the basis of an analysis of the structure of cohorts admitted with respect to field of study, levels of education and forms of education are determined. The flexibility of this mechanism was confirmed by the processes of socio-economic reform in Russia during which, for five years, from 1992 to 1997, enrollments in engineering specialties were reduced by 30 percent while enrollments in law and economics almost doubled.

The introduction of fee-paying education not funded from the state budget is another admission policy innovation. The opportunity was immediately seized by both the state and the non-state higher education institutions, hundreds of which have emerged in the country. This diversity in the ways of financing higher education programmes, enacted by legislation in 1992, obviously caters to both doctrines. On the one hand, the diversity increases the total number of places in higher education institutions, thereby reducing competition, but on the other hand, it does not burden the state budget with additional expenditures. However, the proportion represented by students paying fees does not exceed 10 percent of the total student enrollment in the country, and for, some reason, little growth is foreseen.

It should be noted that, according to many researchers, the first doctrine, calling for the rapid and significant expansion in the number of student openings in universities, leads, unfortunately, to a lower quality of instruction. The United States and other countries, which subscribe to the first doctrine, have been confronted with this problem.

The mechanism for admission to higher education and its impact on the quality of education are considered below. The current legislation on education leads to competition among applicants resulting in the selection of those applicants who are best prepared for the mastery of given course programmes. Because the number of applicants may be several times larger than the capacity of the faculty (the number depending upon the reputation of the institution and the potential student interest in given specialities), admission has to be based on the outcome of a competition that considers the results of entrance examinations, school-leaving certificates, interviews, the number of places available, etc. For candidates with identical scores on the examination, the decision on admission may be based on the school-leaving certificate.

Because the admission system in the country is highly decentralized, applicants have direct contacts with the higher education institutions that interest them. Taking into account the specificity of the teaching and learning process in given fields of study, each higher education institution lays down its own admission criteria that specify, among other things, the number and the list of entrance examinations and the aggregate pass mark which an applicant must earn in order to be considered for admission. In higher education institutions specializing in the arts, competitions of creative works are conducted, and in physical education institutions, competitive tests in given specialities are held.

Higher education institutions are permitted to initiate and to carry out admission procedures only if granted a license entitling them to conduct educational activities. Institutions are obliged to show their licenses to every applicant. They must also produce a Certificate of State Accreditation for each field of study (speciality) that they offer, thus proving that they have the right to award diplomas of the state format. In this way, the required quality of education and training is assured.

The counseling and guidance system for applicants is also highly decentralized. The staff members of many secondary schools include a psychologist who helps students orient themselves toward future professional activity. Each higher

education institution maintains close ties with secondary schools and takes a special interest in their graduates. Many higher education institutions sponsor secondary schools to which admission is competitive. Higher education institutions develop networks of self-supported and state-supported preparatory courses for students wishing to perfect their knowledge in certain subjects or who are having certain social difficulties in preparing for higher education. In addition, private tutoring is available. At the same time, in order to render assistance to applicants preparing for entrance examinations, higher education authorities annually publish and widely distribute among applicants the so-called *Model Programmes for Entrance Examinations*, which illustrate the admission requirements of higher education institutions. Moreover, every institution advertises related information by all possible means in order to attract applicants.

The Ministry of Education formulates admissions requirements that are issued annually and published officially in the *Reference Book for Applicants on Access to Higher Education Institutions in the Russian Federation*. At the same time, higher education institutions are entitled to elaborate their own admissions regulations taking the national admissions requirements as their model. The principal requirement is that applicants complete the full course programme of secondary (complete) general education and take and pass entrance examinations.

The 15<sup>th</sup> of July of each year is normally the deadline for the submission of applications for admission. However, institutions are entitled to defer this deadline. Applicants must submit the following documents to the Admission Commission of the respective institution:

- a filled-in application form;
- a Certificate of Secondary (Complete) General Education or its equivalent (either an original or its certified copy);
- documents certifying personality and citizenship, as well as photographs;
- a health certificate;

- other documents (for example, documents attesting entitlement to privileges, if any).

According to current legislation, priority is given to several groups of applicants: orphans, disabled persons, persons who suffered as a result of the Chernobyl accident, participants in international educational competitions and winners of national educational competitions, and students who have been awarded a medal or an Honours Diploma and some other distinctions.

Candidates may apply twice each year for admission either to different units of the same institution or to different institutions. Candidates may also apply simultaneously to more than one institution.

Entrance examinations constitute the major component of the selection procedure. Applicants take entrance examinations, the numbers, the lists, and the procedures of which are stipulated in the admission regulations of the given higher education institution. In order to guarantee the equal rights of the citizens of the Russian Federation to education, irrespective of their residence and social status, the Ministry of Education limits the list of subjects, in which entrance examinations may be taken to twelve subjects which constitute the Federal component of secondary (complete) general education and which are taught in all Russian schools. The only examination that is compulsory throughout the country is the Russian language examination.

Normally, institutions set up two to four entrance examinations at a time, selecting the fields to be covered from a national list of general educational subjects, such as Russian Language and Literature, Foreign Languages, the Social Sciences, Geography, History, Mathematics, Physics, Chemistry, and Biology. The Admission Commission of the given institution selects from this list a set of disciplines for entrance examinations which are relevant for the profile of the institution or faculty. For example, medical higher education institutions necessarily include the examination in biology; mathematical faculties, that in mathematics, etc.



Higher education institutions are permitted to reduce the number of examinations and to change the nature of the tests for individuals who have graduated either from institutions of secondary (complete) general education, and have been awarded a medal, or from non-university higher education institutions, and have been awarded an Honours Diploma or other awards. Members of teams of the Russian Federation, winners of prizes and of other honours in the international Olympiads in mathematics, physics, chemistry, biology, geography, and computer sciences are admitted to the respective faculties without having to take entrance examinations.

The forms in which examinations are administered are set by the higher education institutions themselves. They can be written or oral. For example, examinations in the Russian Language and in Mathematics are usually conducted in written form. Their normal duration is three to four hours. Examinations in other subjects are, as a rule, oral and are conducted with the help of question cards. In institutions of the arts, applicants are required, in addition to taking examinations in given subjects, to demonstrate their talents in the selected field of arts, and in institutions of physical education, to demonstrate their physical qualities (strength, endurance) and mastery of given sports.

Applicants have the right to appeal the results of entrance examinations (but not a negative decision as to admission). Appeals are submitted to the Admission Commission and are considered by the Appeals Commission in the presence of the applicant. In case of outright failure, candidates may apply for admission to another higher education institution (either university level or non-university level) before the deadline for doing so passes. Non-university level higher education institutions and post-secondary vocational institutions have later application deadlines than those of university level higher education institutions.

So, the competitive character of the admission procedure, which demands of applicants that they compete against other applicants and demonstrate their preparation for higher



studies, has proved to be an effective instrument for the improvement of the quality of higher education. This fact has been proven by numerous statistical analyses that have reaffirmed the direct correlation between success in one's studies in a higher education institution and one's results on the entrance examinations.

To what extent is this competitive "sieve" really selective? Figure 2, below, illustrates the number of applications per 100 vacancies in state higher education institutions over the last twenty-five years. The figure indicates that the competition for admission to higher education is quite keen. On average, there are two applicants for each vacant place. However, in some higher education institutions or in some specialities, the competition is even keener. For example, the number of applicants per vacancy in certain theater arts institutions exceeds twenty.

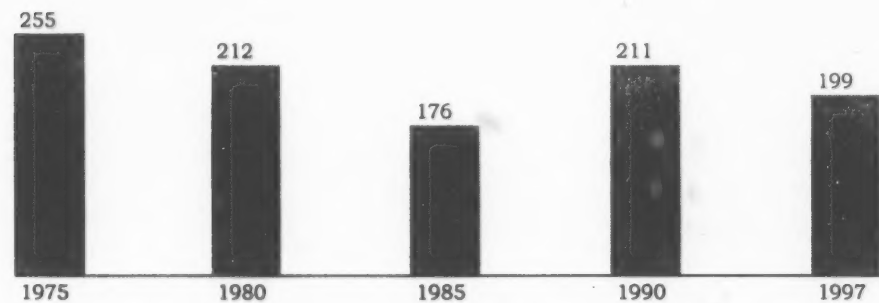


Figure 2. Numbers of applications per 100 vacant places (full-time studies in the state higher education institutions)

In the course of the last ten years, a new system for the centralized testing of school graduates has been developing. Over this ten-year period, the number of school graduates involved in the centralized testing system increased from 30,000 in 1993 to 380,000 in 1999. At present, the system covers about 30 percent of the higher education institutions in the country. Those institutions that use the centralized testing system for admission combine it with the traditional

decentralized admission system based on direct contacts between the institution and its applicants.

Since 1997, reports on the results of enrollments undertaken on the basis of centralized testing were introduced into the state statistics on education. Enrollments effectuated on the basis of centralized testing increased from 10,000 in 1997 to 24,400 in 1998. Testing is carried out in the same disciplines as in the traditional entrance examinations. The tests are elaborated by members of the Russian Academy of Education, scientists at the Research Center for the Quality of Education, and in other research institutions, as well as by leading university professors. Centralized testing is carried out by the National Center for the Testing of School Graduates under the jurisdiction of the Moscow State Pedagogical University as well as by more than 100 higher education institutions throughout the country that act locally on its behalf.

### *2.2.3. The Integration of Teaching and Research*

The history of higher education institutions illustrates the close interaction of education and research that has been their intrinsic characteristic feature, one which distinguishes them from education institutions of lower levels. The idea of the unity of teaching and research was most vividly expressed by Wilhelm von Humbolt, the founder of the University of Berlin.

The Law *On Higher and Postgraduate Education* attests the adherence and the devotion of the contemporary Russian education system to this idea. The Law stipulates that one of the basic tasks of higher education institutions is "the development of sciences and arts by means of the scientific research and the creative activities of academic and research staff members and of students, as well as the application of research outcomes in the educational process". The Law also states that "research carried out by the state higher education institutions is financed independently of educational activities financed by the Federal educational administrative bodies and (or) by the bodies of the executive authority, to whom the respective higher education institutions are subordinate".

All staff members in higher education institutions fall into two main categories:

- teaching personnel who are engaged primarily in educational activities with students and post-graduate students (*aspirants*);
- research personnel who are engaged primarily in research of a fundamental and/or applied character.

Teaching personnel are required to combine pedagogical activities with research. The latter can also include research on education in subjects related to the contents and the methods of education and training as well as the means for undertaking both. The higher the pedagogical rank of the teacher, the weightier his or her scientific contribution should be. In this respect, mention should be made of the fact that over 97 percent of Russian full professors are holders of the second Doctor's Degree - the Doctor of Sciences.

As for the research personnel, they are not required to be involved in teaching; however, they are encouraged to prepare themselves to undertake teaching duties. As a rule, researchers are invited to supervise students who are preparing their course or diploma projects (papers) or to serve as consultants for such students. Some researchers work as part-time or adjunct faculty members. In addition, all the research personnel in the scientific divisions of universities and academies are involved, in one way or another, in the education and training of those students who are taking part in the research activities of these divisions. The number of such students is high. In some higher education institutions, they represent more than half of the enrolled students.

The integration of education and research and the influence of research on the educational process are not limited to the participation of teachers and students in research projects and of researchers in the educational process. The scope of interaction is much wider. The following should be noted in this regard. The contents of the educational process reflects the latest research outcomes. Scholarly literature is prepared for students on the basis of research that also gives rise to

monographs, manuals, textbooks, and other instructional materials. The material base, facilities, and equipment of research departments are used in the educational process.

In order to demonstrate how teaching and research are integrated, the case of the Moscow State University of Textiles is cited.

The scientific and research activities carried out at this University are aimed at the development of fundamental and applied research, at the higher quality and the increased competitiveness of scientific and technical production, and at the application of research outcomes to the economy and to the educational process. The institution employs 490 full-time teachers, 120 researchers from the science and research department, 9 *doctorants* (doctoral students carrying out research for the second Doctoral Degree - the Doctor of Sciences), 250 *aspirants* (Doctoral students conducting research for the first Doctoral Degree, the Candidate of Sciences), and has about 1,900 students who are involved in research. There are 72 holders of the Doctor of Sciences Degree and 286 holders of the Candidate of Sciences Degree among the teaching and research personnel who are carrying out research.

Research is closely linked to the educational process in that the basic fields of research correspond completely to the educational profile of the university. This orientation makes it possible to regularly correlate the contents of course programmes with the results of research and to update the former whenever necessary.

The University devotes great attention to research aimed at the perfection and modernization of course programmes and of the educational process. To this end and with due regard to the profile of the university, the following has been developed: a classification of the education programmes and a list of specialities corresponding to the institutional profile and to the State Educational Standard and to the model education programmes and curricula of all the specialities of the profile.

The University attaches particular importance to the research activities of students. Approximately 1,900 students

are engaged in various forms of research of which some 150 of them are remunerated for their work. In 1999, 193 students published articles on the outcomes of their research, 49 of them individually, without co-authors. Students are normally co-authors of large numbers of scientific reports (53 of them in 1999). Two to three issues of the collected articles of students and of Doctoral candidates (*aspirants*) are published each year at the University. The best students, who are actively engaged in research, are invited to compete for admission to Doctoral studies. The University organizes annual competitions for the best student research, the best course project (paper), and the best final qualifying project (paper) for an engineer's qualification, a Bachelor's Degree, and a Master's Degree. It analyzes and summarizes the experiences of other higher education institutions specializing in the textile industry which also organize student research activities, and on the basis of the results, prepares methodological materials on the organization of various meetings of students engaged in research such as conferences, competitions, and Olympiads, including the All-Russia competition for the best student research in the field of the textile industry.

So far, in this discussion of the integration of the educational process and of research in higher education institutions, only one facet of the interrelation between education and science in Russia has been described. In the Russian Federation, as in many other countries, the conducting of research is not restricted to higher education institutions. Indeed, it is mainly carried out in the research institutions of the Academy of Science of the Russian Federation and in the research institutions of different sectors or branches of the economy.

The research institutions of the Academy of Science concentrate mainly on fundamental research in the natural sciences (mathematics, physics, chemistry, biology, etc.) and in the human and the social sciences (philosophy, history, medicine, education, etc.). Some branches of the national economy (the petroleum industry, mining, transportation, communication, etc.) have powerful research institutions that



are engaged in applied research. Moreover, most of the research personnel are concentrated in the research institutions of the Academy of Science and in various industries. The number of researchers employed in higher education institutions constitutes only about 8 percent of the total number of research personnel in the country.

Given these circumstances, there appears to be a problem of interaction between the scientific research carried out in the Academy of Sciences and in industrial research institutions and that carried out in universities. The easiest way to bring about the required interaction is by stimulating the participation of the research institutions of the Academy of Science and of various sectors of the economy in the teaching and learning processes taking place at higher education institutions, and, vice-versa, by involving the academic staff of higher education institutions in the research activities of the institutions of the Academy of Science and of the industrial research institutions. The state facilitates such interactions by allocating some funds for purpose-oriented projects. The most important project of this kind is the Federal purpose-oriented programme, *State Support of Integration of Higher Education and Fundamental Sciences for 1997-2000*, that was adopted by the Government of the Russian Federation in 1996. The objectives of the programme were the following:

- development of fundamental research, to be carried out jointly by scientists and researchers of the Academy of Science and of higher education institutions, which promotes and facilitates the scientific and economic independence of the state, its security, and its scientific potential;
- advancement of the quality of fundamental education by basing it upon the national traditions of higher professional education; development of high level scientific schools that occupy leading positions in world science; and participation of students, Doctoral students, and teachers in fundamental and applied

research in the laboratories of the research institutes of the Academy of Science;

- the preparation and the publication of textbooks that accumulate and reflect the latest scientific achievements;
- the raising of the prestige of fundamental education and the creation of favourable conditions for the successful education and training of students; the development of new forms of education including those for Doctoral programmes (*aspirantura* and *doctorantura*);
- the development of new education programmes which take into account the results of the interaction of the natural and the human sciences;
- support for various forms of scientifically creative activities for young people;
- the development of modern educational and laboratory facilities and of equipment for joint fundamental research in higher education and research institutions;
- development of an infrastructure for work in the fundamental sciences.

In the framework of this programme, in 1998 alone, more than 300 education and research centers, based on the leading scientific schools, were established. About 100 educational publications were prepared and printed. More than seventy Olympiads and competitions, science youth schools, and conferences were organized. An example of what has been accomplished is the project to set up a joint education and research center on the basis of the chemistry and technological faculty of the Moscow State University of Textiles and a number of research institutions of the Russian Academy of Sciences dealing with the education and training of highly skilled specialists in the development of new processes for the production and the updating of monomers and polymers for the use of the textile industry. This project is being funded from the given Federal programme. The Center has been set up and is successfully carrying out educational and research activities.

Progress has also been achieved in the interaction of research conducted in higher education institutions and research institutions in various sectors of the economy. Nevertheless, the development of the common co-ordinated programme on the integration of education and research remains the strategic target. To this end, the following principal tasks are underway:

- special attention to the research activities of students;
- assurance of the organizational, methodological, economic, and legal conditions for the identification and the fulfillment of the creative potential of youth, and support for the scientific and practical activities of young people;
- instruction in the methodology of scientific design for students;
- the mass character and the productivity of student research;
- the rationalization of the use of free time by youth and the diversion of young people from harmful occupations;
- the selection of talented students for scientific or instructional activities and the development of their potential for research and teaching;
- stimulation of the abilities of students to adapt to changing environments.

#### *2.2.4. The Teaching Staff*

The teaching staff of the Russian higher education institutions form one of the most highly skilled professional categories in contemporary Russian society. The level of qualification of the academic staff and its pedagogical and professional skills substantially determine the general quality of higher education.

The high quality of the teaching staff is secured with reference to a set of measures, the principal ones being the education, training, and competitive recruitment of teachers and the improvement of their professional and pedagogical qualifications.

Vacancies that arise in higher education institutions are filled primarily from among the graduates of postgraduate Doctoral study programmes that in Russia are called *aspirantura* and *doctorantura*. An *aspirantura* is aimed at imparting in-depth theoretical, professional, and social education and training for the scientific and teaching staff through their mastery of the means and the methods of scientific study, so that they can be capable of carrying out highly skilled independent research and educational work. A Doctoral student is called an *aspirant*. The programmes in which aspirants enroll run for three years for full-time studies and for four years for part-time studies. The programmes include both postgraduate courses and research. While in postgraduate studies, students study pedagogics and teaching methods, psychology, economics, information technology, mathematical simulation, and certain other subjects, and take profile examinations set by the Academic Council for the given speciality. In addition, they take a training course in instructional methods and do pedagogical fieldwork. Based on their research, *aspirants* prepare and then defend their Doctoral dissertations. After a successful defense, they are awarded the first Doctoral Degree, the Candidate of Sciences.

A *Doctorantura* is aimed at training highly qualified scientific and academic staff for the most important fields of knowledge, science, and technology. Access to *Doctorantura* is only available to the holders of the Candidate of Sciences Degree. It consists only of research, which should result in a dissertation that makes a considerable contribution to science or technology. Upon the successful defense of the dissertation, a candidate is awarded the highest academic degree in the country, the second Doctoral Degree, called the Doctor of Sciences Degree.

*Aspirantura* and *doctorantura* may only be set up in those higher education and research institutions that have the required highly skilled personnel, financial resources, and developed research facilities. The numbers of higher education institutions having *aspirantura* increased from 398 in 1990 to 527 in 1997, i.e., almost by one third. Even sharper increases

have been observed in the case of *doctorantura*: the numbers of higher education institutions with doctorantura having increased over the same period from 101 to 250, i.e., by a factor of almost 2.5.

The numbers of postgraduate students (*aspirants*) in higher education institutions almost doubled, from 42,300 in 1994 to 73,700 in 1997, and those of *doctorants*, from 1,422 to 2,658, respectively. At the same time, however, the numbers of persons awarded the Candidate and the Doctor of Sciences Degrees decreased from 29,600 in 1992 to 14,300 in 1995. In recent years, some growth was observed, up to 16,400, in 1997.

Over the 1995-1997 period, a new qualification, called *University Teacher*, was introduced as an addition to the main qualification for students who enroll in *Magistr* (Master's Degree) programmes. The volume of this new education programme is 600 academic hours, 100 hours of which are devoted to practical training.

The upgrading of the qualifications of university teachers in the leading higher education and research institutions continues to be a very effective instrument for the maintenance of a high quality teaching staff. Their training takes place, on a regular full-time basis, once every five years. The improvement of the professional and pedagogical skills of staff in this manner is compulsory for all university teachers and is taken into account in the procedure for their reappointment.

Another effective instrument in the quality assurance of teaching staff is the competitive employment system. The staffing of higher education institutions is the responsibility of the institutions themselves. All the academic positions in higher education institutions are filled on a competitive basis. The ranking of teaching positions (in descending order) is the following: Professor; Docent; Senior Teacher (*Starshij prepodavatel*); Assistant (*Asistent*). The requirements for each position are the following:

- for the position of professor, normally the academic degree of Doctor of Sciences; applicants holding the



- for the position of professor, normally the academic degree of Doctor of Sciences; applicants holding the lower degree of Candidate of Sciences may be accepted if they can give proof of scientific excellence and/or of experience gained in a long professional career;
- for the position of docent, normally the academic degree of Candidate of Sciences; in exceptional cases, persons without the Candidate of Sciences degree, but having obtained excellent scientific results and/or long professional careers are also admitted to the position of docent;
- for the position of senior teacher - the Specialist or *Magistr* Diploma and teaching experience of at least five years;
- for the position of assistant - the Specialist or the *Magistr* Diploma.

The staffing procedure for all teaching positions is the same. Vacancies are advertised in newspapers and are open to applicants from all institutions. Applications are evaluated by the heads of chairs having vacancies and are then submitted to a meeting of the members of each of these chairs. The members may make recommendations to the Academic Council of the institution (or of the faculty, depending on the structure of the institution). Applicants are discussed and selected during an Academic Council meeting, and, after approval by the rector, they become staff members of the institution. Appointments are made for a term of five years after which teachers, who wish to do so, may renew their contracts with the given higher education institution. To do so, they must pass anew through the competitive procedure. The reappointment procedure, in any case, requires that the position be advertised once again. The same competitive procedure is used for the promotion of teachers to more senior positions.

The positions of *professor* and *docent* need to be distinguished from the academic titles of *professor* and *docent*. These academic titles are awarded to the holders of the

positions in question, by the Ministry of Education according to a special procedure, to reward them for their academic achievements.

Other instruments used for the quality assurance of teaching staff are polls and sociological analyses, both of which have become very popular in higher education institutions. One of the evaluation procedures is the use of student assessments of their teachers. Students are asked to fill out the questionnaire titled, *The Teacher through the Eyes of Students*. As of the second half of the 1980s, teachers are required to submit the results of their student evaluations as part of their reappointment dossiers. It should be noted that Russian students frequently make harsh judgments about their teachers.

Proceeding to a short analysis of the structure of the academic staff in Russia in recent years, the first point to make is that educational statistics recognize three categories of academic staff: full-time, part-time, and adjunct teachers. In the state higher education institutions, the proportion of full-time teachers dropped from 90.2 percent over the 1990-1991 academic year to 79 percent over the 1997-1998 academic year. Over the same period, the proportion of part-time teachers increased from 2.6 percent to 6.9 percent, i.e., by a factor of more than 2.5, and the proportion of adjunct teachers increased from 7.2 percent to 14.2 percent, i.e., by a factor of almost 2.

The quality of the academic staff in many respects is determined by the number of holders of academic degrees and titles. For the 1993-1997 period, the proportion of holders of the Doctor of Sciences Degree among full- and part-time teachers increased from 7.5 percent to 9.2 percent. Over the same period, the proportion of holders of the Candidate of Sciences Degree declined slightly from 52.5 percent in 1990 to 48.1 percent in 1997. As a result of these opposite processes, the proportion of teachers holding Doctoral Degrees has remained stable at the level of 57 to 58 percent. The rate of increase in the proportion represented by holders of the academic title of professor is similar to that of the Doctor of

Sciences Degree. The increase from 5.9 percent to 9.5 percent is significant. It represents a factor of 1.82 times as compared to that of 1.67 for the holders of the Doctor of Sciences Degree.

One more index of the quality of the academic staff is the ratio of the number of holders of the Candidate of Sciences Degree to that of the Doctor of Sciences Degree. For the 1990-1997 period, this index decreased from 8.44 to 5.22, i.e., more than 1.5 times, figures that attest the more rapid expansion of the number of second (senior) Doctoral Degree holders as compared to that of the number of holders of the first Doctoral Degree. Another index, which illustrates the ratio of the number of holders of the academic title of associate professor to that of professor, has decreased almost 1.5 times, from 5.65 to 3.71. These figures are indicative of the increase in the number of professors as compared to that of associate professors.

As for the non-state higher education institutions, their characteristic feature is the larger proportion of adjunct teachers and holders of Doctoral Degrees and academic titles. Figure 3 compares the structures of academic staff in state and non-state higher education institutions during the 1997-1998 academic year.

The territorial distribution of the academic staff demonstrates that the most qualified university teachers are concentrated in the higher education institutions of Moscow and St. Petersburg. At the same time, one observes a tendency for academic staff quality over the country to level off. Thus, in 1993, more than one-third of the holders of Doctor of Sciences Degrees were employed in Moscow higher education institutions, while in 1997, their proportion was reduced and constituted less than 30 percent.

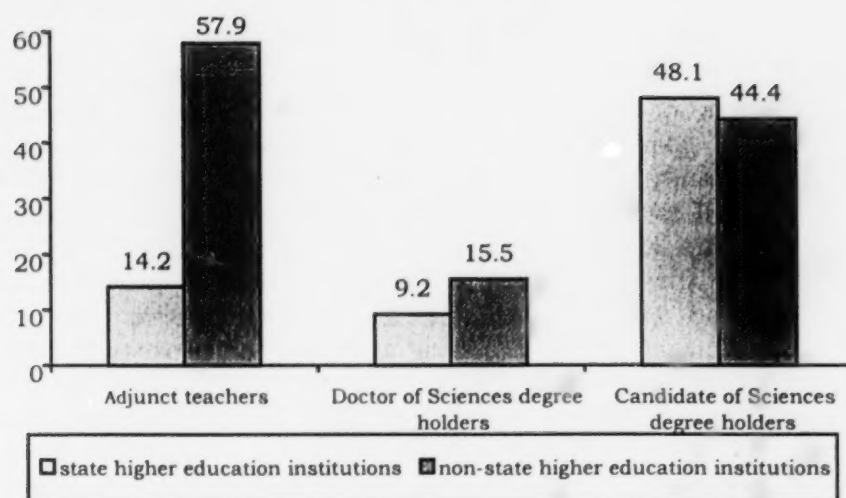


Figure 3. The profile of academic staff in state and non-state higher education institutions during the 1997-1998 academic year (in percentages)

The age structure of the academic staff is the following: under 40 years of age – approximately 29 percent; 40-59 years – about 53 percent; and 60 and over – about 18 percent. In Moscow and St. Petersburg, university teachers are more highly qualified than in other cities, and at the same time, their average age is higher.

This brief analysis of academic staff in Russian higher education institutions demonstrates that, despite the turbulent political and social processes under way in the country as well as the difficult and unstable economic situation, the quality of the Russian teaching staff has remained high. Moreover, there is no tendency to lower the level of quality; on the contrary, there are signs that the level of quality is continuing to rise. This tendency is indicative of the efficiency of the mechanism set up to assure the quality of the teaching staff in Russian higher education institutions.

### 2.2.5. *The Evaluation and Assessment of Higher Education Institutions*

The evaluation and assessment of higher education institutions, which in essence is the evaluation and assessment of the activities of the academic and research staff, is the most delicate part of the quality assurance system, as it intentionally or unintentionally can touch upon the prestige and self-esteem of persons. With this reality in mind, numerous legal acts and regulations have been enacted to regulate the procedures in question. Their purpose is, on the one hand, to ensure reliable and comprehensive information on the quality of the teaching and learning process and of the knowledge and skills of graduates (and, on the other hand, to undertake this task in a delicate and non-threatening way in order to protect academic and research personnel from biased evaluations of their activities and sometimes, even, from the arbitrariness of the evaluators. As a direct description of the rules and regulations in question might prove difficult to comprehend, the present description is divided symbolically into two parts. The first is devoted to a brief description of the essence of the evaluation and control mechanism, and the second contains a more formalized description of the procedures arising from the mechanism.

Thus, a general picture of the procedure for the evaluation and control of higher education institutions in Russia has the following appearance. The first step in the setting up of a higher education institution is obtaining a *license* that confers the right to conduct educational activities. In order to obtain this license, the founder of a higher education institution must submit documents to the established state bodies that certify the availability of the following: the required premises in a suitable condition for education and training to take place in them; an academic staff the members of which have qualifications suitable to meet the declared aim of educating students at higher education level; and a business plan. Since at this stage there is no requirement to demonstrate education programmes and methods, meeting this set of requirements is not a difficult task.



Issuance of the license permits the founder to name the education institution in question (in particular, to designate it as a university), to develop its Charter, and to begin educational activities. If the state has not participated in the setting up of the institution, the founder himself must bear all the expenses of the institution. For this reason, all non-state higher education institutions in the country, in order to have the necessary means to offer education and training programmes, must charge tuition fees. The size of these fees is not centrally established; rather, it is determined by the higher education institution itself.

Despite the fact that the founder has practically unlimited freedom to design the contents of course programmes in his or her higher education institution, not to mention the forms and the methods of teaching and training, he or she is nevertheless obliged to adhere to those general provisions that the national educational legislation has established. For example, the institution is forbidden to employ physical and mental violence in the teaching and learning process or to demand that students engage in activities that are not stipulated by the given course programme. In the interests of both students and society as a whole, the content of education must be aimed at the development of the personalities of students. It should promote democratization and the legal consolidation of the state. All graduates must pass the State Final Certification in the process of which they must demonstrate not only the knowledge that they have obtained through the course programmes that they have completed, but also, the ability to apply this knowledge in practice. The State Final Certification includes final examinations and, as a rule, the defense of a qualifying project or paper. The State Final Certification is carried out by specially appointed certification commissions that have the right to make decisions on the award of diplomas and qualifications.

Thus, at the initial stage, the question of educational quality control by the state is not a factor. At this stage of its development, a new higher education institution is not entitled to award its graduates diplomas of the state format. It may

only award diplomas of its own format. Such diplomas are not valued in Russia, and such a higher education institution is not attractive to applicants. For this reason, a higher education institution having reached this stage usually takes the next step and invites the State Commission to analyze the organization of its educational process and to evaluate the quality of its institutional activity. In both cases, the judgments reached are based on the level of knowledge and the quality of the skills of graduates.

Such an evaluation procedure, called an *attestation*, is conducted by a special independent body. The essence of the attestation is based on a comparison of the contents of the course programmes of the given higher education institution and the final product of the institution, the educational quality of its graduates, with the requirements set by the State Educational Standard for each course programme. If the institution successfully passes the attestation (even if all course programmes are not positively evaluated) and thus gives proof of the required quality of its course programmes, it earns the right to apply to the state for recognition of its merits and for the grant of official status, as determined by law, i.e., for the recognition of the institution as corresponding, for example, to a university-level higher education institution (and not a higher school or a *technichum*) as well as for assignment of the institution to a certain category: a university, an academy, or an institute.

To this end, state educational administrative bodies consider the report (conclusion) on the results of the attestation, analyze other aspects of the institutional activity which were not subjected to the attestation (for example, the activity of research divisions, doctoral programmes, etc.), and reach a decision as to the *accreditation* of the given higher education institution, i.e., the decision as to whether or not it completely conforms to the stated requirements to be met by higher education institutions.

The Certificate of State Accreditation, which the higher education institution earns as a result of successful passage through the accreditation procedure, entitles it to apply for

funding from the state budget and to award the graduates of its attested programmes state format diplomas. As soon as an institution is granted state accreditation, it can be legally designated as a higher education institution. And as of this moment, the state takes responsibility for the quality of the educational activities of the institution. Therefore, as a result, supervision of the activity of the accredited higher education institution by the state becomes obligatory and regular.

As for consideration of the procedures described above in terms of legal acts and regulations, along with the grant of autonomy to higher education institutions, the legislation of the Russian Federation stipulates that these activities be supervised and evaluated by the state. The processes whereby supervision and evaluation take place are called state regulation. State regulation is one of the major mechanisms for the administration and the management of education and of the quality assurance of graduates. It concerns all education institutions irrespective of their ownership and of their organizational and legal forms.

State regulation includes the following: registration of the given higher education institution with a local administrative body, obtaining the license required for the right to conduct teaching and learning activities, obtaining the attestation, and obtaining state accreditation. In general terms, licensing, attestation, and accreditation are laid down in the *Law On Education* and the *Law On Higher and Postgraduate Education*, as well as in a number of regulations.

#### 2.2.5.1. LICENSING

*Licensing* is a procedure whereby a higher education institution is granted the right to offer instructional programmes in relevant fields of study (specialities) and at corresponding levels of education. It consists in the recognition of expertise, the taking of decisions, and the issuance of a duly worded authorization, i.e., a *license*. The licensing is aimed at "securing the protection of the rights of citizens of the Russian Federation to education and training and at the creation of legislative guarantees for the free development and functioning

of educational establishments of various organizational and legal forms".

Licensing is based on the results of an evaluation carried out by expert commissions that are composed of representatives of educational authorities (Federal and local), education institutions, and the public. The goal of an evaluation is to determine whether or not conditions for the implementation of education programmes at a given education institution correspond to state and local requirements with regard to construction norms and rules, sanitary and hygienic standards, possibilities for health care for students and academic staff members, the equipping of the premises and the teaching and learning processes with the proper infrastructure, the staffing of the institution, and the educational qualifications of the academic staff. The Ministry of Education of the Russian Federation lays down requirements and indicators for each of the criteria used in the licensing procedure with regard to the composition and qualification of the teaching staff, the required educational level of applicants, the duration of education, and the material and financial provision of the educational process. The content, organization, and methodologies of the teaching and learning processes are not included in this evaluation.

The license is issued by the state educational authorities or, on their behalf, by the relevant local (municipal) educational authorities on the basis of the conclusions of the relevant expert commission. The license entitles the licensee to carry out educational activity only in those education programmes and at the levels that are stated on the license. For each education programme (speciality) and level of education, the period of validity of the license is separately fixed. The administrative educational body controls the activities of the licensed education institutions with regard to the observance of the established indicators, the quotas of students, and the period of validity of the license.

This licensing procedure has not appeared to be burdensome for the founders of new education institutions. More than 400 higher education institutions that their

founders have variously designated as "a university", "an academy", etc., have been set up in the country over the last several years.

Even though licensing confers the right to commence educational activities, it does not confer the right to award educational certificates of the state format certifying graduation from an accredited education institution. In order to earn that right, an education institution must obtain state accreditation. As a rule, another evaluation procedure called *attestation* precedes accreditation.

#### 2.2.5.2. ATTESTATION

*Attestation* is a procedure whereby the correspondence of the contents, level, and quality of education with the requirements of the State Educational Standard is evaluated and certified. The procedure takes place every five years. It is undertaken by the state attestation service on the application of an education institution (at present, the Ministry of Education of the Russian Federation is responsible for undertaking attestations). Experts from the leading education institutions and public organizations are invited to participate in the procedures. One of the compulsory requirements for the attestation of an education institution is positive results over three consecutive years in the procedure for the State Final Certification of graduates.

The first attestation of a newly established education institution may be carried out only after the first graduation but not earlier than three years after the award of the license and only if the results of the procedure for the State Final Certification have been positive. The attestation of an education institution is the first compulsory step preceding the state accreditation.

The attestation procedure begins with the submission of an application for attestation to the State Attestation Service by an education institution. At the same time, the institution conducts a self-evaluation, the results of which constitute the core of the attestation procedure. Self-evaluation is carried out in conformity with the state standard programme and on the basis of its standard requirements. Upon completion of the



self-evaluation, the Ministry of Education (or other body in charge of the institution) sets up an expert commission composed of leading university professors, researchers, and representatives of public organizations. The expert commission checks, on site, the conformity of the self-evaluation results with the real state of things. It undertakes a selective analysis of self-evaluation materials and decides whether or not these can be used for purposes of attestation. The experts assess the quality of the activities of the education institution undertaken in the scope of each course programme. In the course of a separate evaluation procedure called the State Final Certification, special attention is devoted to the assessment of the quality of graduates. The attestation procedure is concluded by the presentation to the higher education institution in question of a report (conclusion) prepared by the expert commission. The report enumerates those course programmes the graduates of which meet the requirements of the State Educational Standard and are, as a result, attested. The attestation procedure also envisages the ways in which the given higher education institution should conform to the attestation indicators.

Decree No. 961 of 29 May 1996 of the State Committee for Higher Education that specifies the structure of the attestation report (conclusion) requires that the latter contain the following:

- an assessment of each course programme offered by the higher education institution (attested or not attested);
- general information on the institution;
- conclusions and recommendations.

As part of the process of attestation, the following aspects and lines of institutional activity are subjected to evaluation, and the results, reflected in the attestation report (conclusion):

- i) the organizational and legislative provision of the educational activities, including the degree of correspondence of the *de facto* educational activities taking place in each course programme with those stipulated in the license;

- ii) the structure of education, which includes the analysis and evaluation of the following:
  - fields of study (humanities, natural sciences, engineering, etc.);
  - type of course programme (*bakalavr*, *specialist*, *magistr*, *aspirantura*, *doctorantura*, continuing education);
  - the students;
- iii) the potential of the education institution as based on an analysis and evaluation of the following:
  - composition of the academic and research staff;
  - research activities;
  - methodological activities;
  - material resources;
  - library services and the network of terminals;
- iv) the contents of course programmes and their correspondence to the requirements of the State Educational Standard, the following documents for each course programme being subjected to analysis and evaluation:
  - curricula;
  - syllabi;
  - the instructional and methodological provision of the teaching and learning process;
- v) the quality requirements to be met by graduates;
  - the quality of graduates as based on the analysis and the evaluation of the following:
    - the requirements to be met by applicants;
    - the results of the State Final Certifications of graduates (final examinations and defense of diploma projects and papers);
    - the results of the course examinations which are taken twice in each academic year;
    - the judgments of employers about graduates, particularly about their employability;

vi) conditions for the implementation of course programmes involving the analysis and evaluation of the following for each one:

- the qualifications of the teaching personnel engaged in the course programme;
- the level of provision of the course programme with the teaching personnel;
- the level of provision of the course programme with the necessary educational and laboratory facilities and equipment;
- the research activities in the speciality covered by the given course programme (level of funding for fundamental research; level of funding for applied research; volume of research contracts);
- the preparation of textbooks, monographs, manuals, and instructional and methodological materials.

By September 1999, all the state higher education institutions and 140 of the non-state higher education institutions had passed the attestation procedure. In many cases, however, not all of the course programmes offered by higher education institutions were attested. A positive attestation entitles the given higher education institution to apply for state accreditation.

#### 2.2.5.3. ACCREDITATION

The procedure known as state accreditation was introduced in 1992 by the *Law On Education*. State accreditation is the formal recognition of the status of a higher education institution by the state on the basis of solid evidence that its activities conform to nationally established norms. The procedure results in the granting to the higher education institution in question the right to award nationally recognized certificates of the state format certifying the successful completion of a course programme, to use a state seal of the Russian Federation, and to be included in the funding scheme provided through the state budget. The requirement for state

accreditation is applicable both to state higher education institutions and to private ones.

The accreditation process focuses on two principal aspects of education institutions:

- recognition of the type of education institution, which is determined by the level of education (general education, vocational education, non-university or university level higher education) which the institution claims to offer;
- recognition of the kind of education institution (university, academy, institute, college, *technichum*, *uchilishche*) which a particular higher education institution claims to be.

Recognition of the type of education institution is granted on the basis of the results of an analysis and evaluation of the following:

- correspondence of the content of education (curricula and syllabi) with the State Educational Standard;
- the information base of the teaching and research process (modern sources of information on different types of available support - printed or electronic - which correspond to the content of course programmes as well as means of information transmission, storage, and use);
- the correspondence of the real knowledge and skills of graduates to the State Educational Standard (minimum requirements in regard to the level of knowledge and skills of graduates).

The recognition of the kind of education institution is granted on the basis of a study of the characteristics of the latter according to the typology established for education institutions, which include:

- the list of specialities and the full set of course programmes offered by the institution in question;
- the possibilities for graduates to continue their studies at advanced levels (*Magistr*, Doctoral, and postgraduate studies);

- the nature and quantity of the research conducted (fundamental, applied, exploratory) and the existence of scientific schools;
- the textbooks, monographs, and instructional materials prepared by the academic staff of the institution and assurance of the teaching and learning process through their use;
- the composition of the research and teaching staff;
- support for the course programmes through the necessary educational and laboratory facilities and equipment;
- the possibilities for graduates to be offered employment opportunities, and for research projects, to be given implementation opportunities;
- the degree to which the institution is equipped with student residence halls; with dining, sports, and entertainment facilities; as well as with social and medical services;
- the presence of international co-operation activities;
- the activities undertaken by the institution in its capacity as a center of culture and education.

The Ministry of Education of the Russian Federation is in charge of the state accreditation of higher education institutions. It has been granted the right to transfer its responsibilities in this domain to the other Federal ministries and to the relevant regional and local authorities of the Russian Federation that have the supervision of higher education institutions in their remit. The Ministry is also responsible for the elaboration of the unified methodology of state accreditation and for the overall supervision of the accreditation process in the country.

With this responsibility in view, special units were set up in the Ministry: the Department of Licensing, Accreditation, and the latter temporarily performing the functions of the State Attestation Service) and the permanent commission for the development of rules and regulations in the field of evaluation and control of higher education institutions.



The state accreditation procedure is conducted once every five years on the basis of the application of a higher education institution and of the results (report or conclusion) of its attestation. The given higher education institution submits the application for state accreditation to the Ministry of Education and presents materials and the results of its attestation. A new self-evaluation is not conducted, and the materials generated by the self-evaluation made in the process of attestation are used.

Upon receiving the application, the Ministry of Education sets up an expert group (commission) for peer review composed of leading professors, representatives of the academic community, research institutions, industry, etc. The group studies the materials and results of the self-evaluation and attestation and conducts additional studies and evaluations of various aspects of the institutional activity. Both the activities of the education institution as a whole and of each course programme are subjected to examination. Evaluation of the quality of graduates is carried out in the process of the State Final Certification by the state certification commissions.

In the year during which accreditation procedures are scheduled, the commissions in question are set up by the Ministry of Education with the participation of other interested ministries. In other years, the composition of the commissions, except for their chairpeople, is defined and adopted by the higher education institutions themselves.

The outcomes of the expert group are reflected in a report (conclusion) which serves as the basis for taking a decision in regard to the state accreditation. The final decision in regard to the state accreditation for given institutions is taken by the Ministry of Education. In the case of a positive decision, the Certificate of State Accreditation is awarded. This Certificate establishes the status of the education institution (its type and kind), the list of its accredited specialities and education programmes, and their levels (non-university, university, postgraduate), the degrees and qualifications that may be awarded, and the terms of validity of the certificate.

It is necessary to stress the importance for the institution to have the right, earned as a result of state accreditation, to award diplomas of the state format because in the mentality of Russian employers today, the diplomas of non-accredited higher education institutions (diplomas of the non-state format) lack credit, even though no limitations exist as to the employment in private firms of the holders of non-state format diplomas.

The Certificate of State Accreditation entitles a higher education institution:

- to specify its status, for example, as a state university;
- to award its graduates, who successfully complete accredited course programmes and pass the State Final Certification, a diploma of the state format;
- to use a seal bearing the State Emblem of the Russian Federation;
- to receive funding from the state budget;
- to grant its students and employees the rights and privileges stipulated by the legislation of the Russian Federation for students and employees in accredited higher education institutions.

The accreditation of Russian higher education institutions has been underway for a number of years. In 1997, for example, 87 state higher education institutions (15.2 percent of the total number) and 59 non-state institutions (24.0 percent); in 1998, 127 state (22.0 percent) and 53 non-state (17.5 percent) higher education institutions were accredited. Higher education institutions, which do not meet the requirements, do not receive accreditation. Since 1997, about 10 higher education institutions have been refused accreditation. Normally, such higher education institutions improve their activities in order to meet the requirements, make another attempt, and finally earn accreditation. The list of accredited higher education institutions and the list of accredited course programmes are printed in publications of the Ministry of Education. The list of accredited non-state higher education institutions appears in Annex 3.2.

#### 2.2.5.4. THE STATE FINAL CERTIFICATION OF GRADUATES

The State Final Certification is a special procedure aimed at the assessment of the knowledge and skills of graduates and of the correspondence of the latter to the State Educational Standard. The certification procedures are laid down in the decree of 25 May 1994 of the State Committee for Higher Education on the State Final Certification of Graduates of Higher Education Institutions in the Russian Federation.

The State Final Certification of Graduates consists of one or of several evaluation procedures:

- a final examination in an individual discipline;
- a final interdisciplinary examination in the speciality;
- the defense of a qualifying paper or project.

The latter is a mandatory component of the State Final Certification. In addition to the defense, the certification procedure usually includes a final examination (in an individual discipline or on an interdisciplinary subject). The list of evaluation procedures, examination programmes, procedures and conditions for the preparation of qualifying papers or projects, and criteria for their assessment are approved by the Academic Council of the institution (faculty) concerned.

The final examination in an individual discipline reveals the level of relevance to the curriculum of the knowledge and skills obtained by graduates. It covers the minimum content of the given discipline established by the particular State Educational Standard. The final interdisciplinary examination in the speciality, along with the requirements as to the content of individual disciplines, reflect the general requirements to be met by graduates as laid down by the State Educational Standard in the given field of study (speciality). Qualifying papers or projects are called, respectively, diploma papers or diploma projects. Their topics are set by the higher education institution concerned. Students have the right to select topics from the prepared list or to propose their own topics along with individual plans of development for them. For the preparation of diploma papers or projects, a supervisor and consultants (if necessary) are appointed for each student. Before the defense

can take place, all qualifying papers and projects must be reviewed by experts in the respective subjects.

The State Final Certification takes place before State Certification Commissions set up by the rectors of the higher education institutions concerned. The members of State Certification Commissions are experienced professors from the given higher education institutions as well as from other institutions, researchers from research institutions, and experts from firms, enterprises, and other related institutions. Each chairperson is selected from outside the respective institution but is approved by its administrative body.

### 2.3. THE MANAGEMENT OF THE QUALITY ASSURANCE SYSTEM

The management of the quality assurance system is, in many respects, similar to the management of the education system as a whole, for quality is one of the most important characteristics of education. At the Federal level, the principal state administrative body is the Ministry of Education. In addition, other Federal ministries, which are founders of educational institutions, act at the same level. Contrary to the secondary general and vocational education institutions, which are placed under the jurisdiction of the relevant regional and local authorities of the Russian Federation and of municipal bodies, the majority of the higher education institutions in the country (over 95 percent) are under the authority of the Ministry of Education or of other Federal ministries. Managerial powers tend to be equally distributed among the bodies of state authority, the educational administrative bodies, and the higher education institutions themselves, which makes it possible to influence the quality of the education system in each of the relevant regional and local jurisdictions. Thus, among the functions of the Federal bodies administering higher education are the following:

- analyzing the demands of citizens and of the labour market in regard to higher education; forecasting, on

this basis, the numbers and the profiles of enrollments and the development of networks of higher education institutions;

- developing target programmes in higher education at Federal and regional levels and supervising their implementation;
- financing the subordinated higher education institutions;
- development of state regulations concerning higher education;
- supervision of the implementation of the legislation of the Russian Federation on education, on the State Educational Standard, and on financial discipline.

The legislation of the Russian Federation states that Federal administrative bodies that have the supervision of higher education institutions as part of their remit must receive the approval of the Ministry of Education for the setting up of higher education institutions as well as for the issuing of their own regulations, while the relevant regional and local authorities must receive the approval of the Ministry of Education for the appointment of the heads of their educational administrative bodies.

A specific feature of quality assurance in Russian higher education is the close involvement in this process of public and of so-called "state-public" organizations. The Law of the Russian Federation *On Higher and Postgraduate Professional Education* emphasizes that the state administrative bodies shall consider and take into account the recommendations of these organizations as well as rendering them support, including financial support. At present, dozens of such organizations are active in this area. Among them are creative unions, professional associations, scientific and other societies, research associations, teaching and methodological associations, and various councils and commissions having a Federal and regional scope. A special role here is played by state-public organizations. These have a dual nature: they are created by the state and carry out their activities according to



regulations adopted by the state. At the same time, membership of those organizations is voluntary, and they conduct their work like other public organizations.

Among such organizations, the teaching and methodological associations that were set up at the end of the 1980s, as well as the academic and methodological councils, deserve special attention. The former are the associations of higher education institutions of similar profile (for example, associations of medical, pedagogical, or agricultural higher education institutions). The latter are the communities (councils) of the leading professors of various higher education institutions that are teaching the same subjects (for example, academic and methodological councils in mathematics, physics, etc). Created on a voluntary basis and sharing collective, equal, and non-profit participation, they have gained broad support in the academic community. The state-public organizations have helped involve several thousand university professors and teachers in the development of teaching and methodological materials aimed at the improvement of the quality of education. The basic tasks of the teaching and methodological associations are the following:

- the development and the perfection of the state educational standards and course programmes;
- the development and examination of the teaching and methodological documentation necessary for the maintenance of the quality of education;
- the improvement of the organizational, instructional, and methodological provision of the educational process;
- assistance to the national higher education system in establishing close co-operation links with the world academic community.

The basic tasks of the academic and methodological councils are the following:

- the development of standard programmes for particular disciplines and the permanent updating of their contents with reference to the outcomes of the latest scientific achievements;

- the preparation, on the basis of modern pedagogical technologies, of scientifically grounded recommendations aimed at the improvement of the quality of teaching of the disciplines supervised by the councils; preparation of regional scientific and methodological conferences in given areas;
- the organization, preparation, and examination of the quality of publications in given disciplines; co-ordination of work on the development of equipment, instruments, and computer programmes.

It should be noted that the decisions that have been adopted by both teaching and methodological associations as well as by academic and methodological councils are not compulsory for higher education institutions. They do not restrain or infringe their academic freedom. However, these recommendations can acquire a compulsory character for a higher education institution should they be adopted by a given rector or administrative body.

Because the teaching and methodological associations have accumulated a great deal of positive experience, they have become the main developers of the normative and methodological documentation which determines the quality of higher education in the country (primarily of the qualifying characteristics, the standard curricula and programmes, and the series of integrated tests, and later on, of the State Educational Standard and the model educational curricula and programmes).

It would be difficult to overestimate the role of either the teaching or of the methodological associations along with the academic and methodological councils in the development of the State Educational Standard for 92 fields of studies and 432 specialities. The unique character of this work and of its importance has been cited by UNESCO. In 1999, some of these associations and councils were closely involved in the preparation and publication of textbooks, monographs, and instructional materials. They also collaborated with higher

education institutions in the development of other teaching and methodological materials.

Currently, seventy-three teaching and methodological associations are active in the Russian Federation. In addition to higher education institutions in Moscow and St. Petersburg, institutions in Ekaterinburg, Kaliningrad, Rostov-na-Donu, and Saratov have become basic institutions serving as teaching and methodological associations. Academic and methodological councils are functioning in more than twenty natural, humanistic, and engineering disciplines.

At present, teaching and methodological associations are facing new tasks, among which are the following:

- development of the second generation of the State Educational Standard and the model educational curricula and programmes;
- resolution of the problem concerning the succession of the state educational standards of different levels of professional education;
- preparation of proposals on the development of the state system for the evaluation of the quality of education and preparation of materials for the annual national report, *Quality of Higher Education in the Russian Federation*;
- perfection of the classification system of course programmes for higher professional education;
- preparation of sets of textbooks, monographs, and instructional materials.

For the co-ordination of the activities of both the teaching and the methodological associations and the academic and the methodological councils, a Co-ordination Council was set up which is composed of the Vice-Chairpeople of given associations and councils and representatives of the Ministry of Education and of other methodological and research organizations. The Co-ordination Council can organize different target and working groups and commissions for the solution of particular problems facing higher education.

The First National Conference of Teaching and Methodological Associations and Academic and Methodological Councils, held

in Moscow in February 1998, was a notable event in the life of the Russian higher education system. The conference stressed the role of those associations and councils in the improvement of the quality of higher education.

The Russian Rectors' Union, established in 1992, occupies a special place among public organizations. At present, more than 600 rectors of higher education institutions, including the non-state ones, are members of the Union. One of the main tasks facing the Union is its assistance in the development of a balanced higher education policy that provides for the stable development of higher education institutions. The Russian Rectors' Union supports reforms in higher education and science, especially those that promote the expansion of academic freedom and university autonomy. It plays an important role in the maintenance of social and political stability in the academic community. The Union devotes a great deal of attention to the economics of higher education and to the social protection of students and teachers.

The essential influence on daily life in higher education institutions and on decision-making in the key areas of their functioning is exerted by such public organizations as the Association of Russian Higher Education Institutions (set up in 1992 with a current membership of 400); the Association of Engineering Education (founded in 1993 with a current membership of 100 higher education institutions); the Eurasian Association of Universities (established in 1989 and including fifty-three classical universities in Russia and in other Commonwealth of Independent States (CIS) and Baltic countries); the Association of Civil Engineering Higher Education Institutions (founded in 1993 and currently comprising more than 100 higher education institutions from all the CIS countries); the Association of Technical Universities (founded in 1992 and now comprising 90 technical universities); the Association of Russian Non-State Higher Education Institutions (established in the framework of the Association of Russian Higher Education Institutions); and the International Academy of Sciences in Higher Education



(founded at the beginning of the 1990s and including more than 600 leading professors and academics from 29 countries).

As for the higher education institutions themselves, the Law *On Education* states that the Academic Council of a given higher education institution, which is an elected representative body, is in charge of the general management of a state or a municipal higher education institution. The Council takes general strategic decisions, which are of vital importance for the life of the institution, while the rector of the institution is responsible for the direct administration, *i.e.*, fulfills the functions of an executive authority. The same type of division of authority is typical of the faculties, which also have Academic Councils and deans elected by the academic staff. Such a model of management can serve as an example of the democratic organization of a community.

Some words should be said about the rector, who is a key figure in the quality assurance of higher education in the country. According to the Law *On Education*, a rector is the Chairperson of the Academic Council (a representative body), and at the same time carries out direct administration in the given higher education institution (the head of the executive authority). In order to combine these functions, he or she is elected by the institutional staff and is confirmed by the corresponding state educational authority.

Such a dual function of the Russian rector in many respects determines his professional qualities. As a rule, he must be both a recognized academic in the academic community and a skillful politician in the corridors of power. As a proof of the latter qualification, one should note that over the last fifty years, all the ministers who have supervised higher education were, before their appointment as Ministers, rectors of higher education institutions.

#### 2.4. GENERAL TRENDS IN THE RUSSIAN QUALITY ASSURANCE SYSTEM

The general trends in the development of the quality assurance system in the Russian Federation in recent decades can be



ascertained by identifying the major factors of a similarly general character which underlie and bring about the formation of given general trends. The temporary problems that continually arise in the socio-economic lives of societies should not be permitted to shape general trends.

Two factors can be distinguished which have played major roles in the shaping of the main trends in the formation of the Russian system of quality assurance. The first one of these has been determined by the global imperative facing contemporary society, i.e., the necessity to drastically stimulate the development of the intellectual potential of every individual and society. In the context of Russian realities, this imperative has transformed itself into the process of humanization and democratization of society that was initiated in the middle of the 1980s, in the course of the policy known as "perestroika". The continued implementation of this imperative is expected to result in the more efficient interaction of individuals in a diversity of situations provided they have a sufficiently high level of cultural development, take personal responsibility for their actions, and strive for creative and socially appreciated activities as well as for continuous self-development. The second factor also has an international character. It refers to the changes that have been taking place all over the world during the last twenty to thirty years which can be called "the revolution in quality" or the "qualitative revolution".

The development of the quality assurance system in Russian higher education should be examined in the light of the above-mentioned factors. Three periods can be distinguished in that development: pre-1985; 1985 to 1991; and post-1991.

The essential characteristics of the quality assurance system in higher education during the Soviet period are described in Chapter 1. This section will only place proper emphasis on the specified factors that were identified.

In the first period (pre-1985), the structure of the quality of higher education, regarded as the combined qualities of a graduate of a Soviet higher education institution and the system assuring these qualities, including the mechanism of

its control, were completely determined by the state. The quality of an individual was regarded in terms of his or her usefulness to society. This approach found its reflection in the above-mentioned qualification characteristics of graduates introduced by the USSR Ministry of Higher Education in 1982. They contained only a description of the requirements for the professional aspects of the qualities of graduates. During that period, special importance was attached to the level of graduate preparedness, excluding complementary training, for work in a profession. This approach was supported by opportunities for centrally planned, long-term, on-the-spot practical training in advanced enterprises to assure the rapid adaptation of graduates to the real conditions of their future work. The system for supervising the activities of higher education institutions that were related to the required qualities of graduates was also centralized and carried out by a special division of the USSR Ministry of Higher Education - the State Inspectorate of Higher Education Institutions.

At the same time, the development of such individual qualities as independent and critical thinking was not considered to be of prime importance. The educational technologies of a subject-object type, which existed and operated within the prevailing paternalistic mode of relations between teachers and students, did not facilitate the development of independent thinking. In addition, the very structure of the educational process did not offer a student a free choice in terms of the contents of disciplines, except for the specialization disciplines.

However, during this period, the quality revolution factor called for and brought about more active research and practical moves in the areas both of the quality assurance of education and the quality assurance of the production of consumer goods. The first conferences on the management of pedagogical quality took place in the Soviet Union at this time.

During the second stage (1986-1991), the issue of the quality of education became the core issue of educational policy. During this period, the Research Center for the Quality of Education was set up and became the leading research and

design organization in the country dealing with quality problems in higher education. A network of collaborators for intellectual co-operation formed around this Center. This network is, in turn, composed of research groups from different higher education institutions that are interested in studies and innovative activities in this domain.

The results of national studies and the experience of the Western European countries made it clear that the creation of favourable conditions for the self-development of individuals needed to be placed at the center of focus of educational efforts. Students, it was felt, should be granted more academic freedom. The barriers, which for ideological reasons, used to be placed across their road to knowledge had to be removed. The contents of the course programmes offered needed to have a more fundamental character. At the very time these opinions were being expressed, the list of all the ideologically-oriented disciplines was revised, and some of the disciplines in question, such as the History of the Communist Party of the Soviet Union and Marxist-Leninist Philosophy were withdrawn from course programmes and were replaced by other subjects such as the History of World Culture, Political Science, and Sociology. The student evaluation of the quality of teaching was introduced. The requirement that students attend all the lectures in their programmes was abolished. A quota was established for student representation in the Academic Councils, the main governing bodies of higher education institutions.

At the same time, the state gradually lost its monopoly on the control of quality in higher education. In 1987, the teaching and methodological associations of higher education institutions in related specialities started to take shape. These associations, of a state-and-public character, assumed the principal responsibility for the socially demanded standards of quality of education and began to actively participate in the regulation and the control of the quality of education.

The obvious move of the academic community towards a humanist orientation in education did not, however, coincide with the approach of the state to the role of higher education in

society. Disregarding the need to raise the intellectual potential of society, the government of the country, that at the time was a believer in the utility principle, began to reduce the output of graduates in proportion to the curtailment of spheres of production in the national economy. Access to higher education was reduced. This reduction brought about the reduction of the ratio of the number of students per 10,000 of the population (Figure 4).

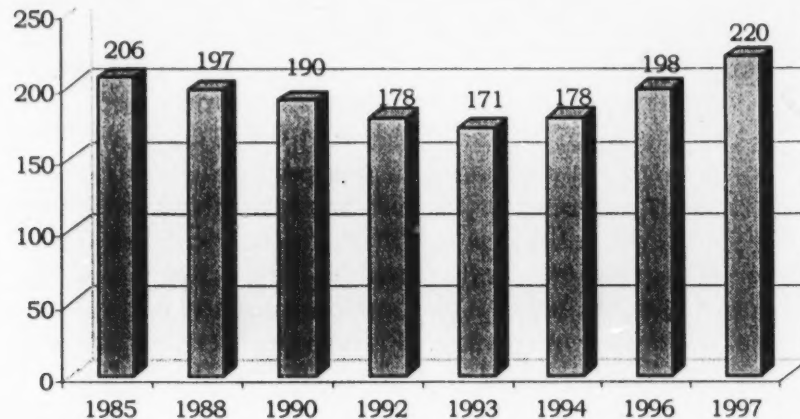


Figure 4. Ratio of the numbers of students to the size of the population as a whole (per 10,000)

The current stage in the evolution of the quality assurance system in Russian higher education began in 1991-1992 when the paradigm of higher education was brought into harmony with the first factor, that is, with the imperative of boosting the intellectual development of every individual. Simultaneously, the very concept of the structure of the desired qualities of graduates of higher education institutions changed, and as a consequence, the content of higher education programmes was revised.

The result, in practice, was the introduction, on the one hand, of a number of disciplines in humanities, such as philosophy, history, the theory of culture, sociology, psychology, political science, and others into all the course



programmes for non-humanist specialities (technical, agricultural, economic specialities, and so on). On the other hand, the course programmes for humanities now offer at least short courses in the natural sciences that include certain general concepts from mathematics, informatics, biology, and ecology.

This approach has undoubtedly provided students with broadened opportunities for their more harmonious and comprehensive development and for the raising of their general cultural level. At the same time, it has preserved the fundamental and scientific character of course programmes and their orientation towards the increased preparedness of graduates for independent productive activities. Also, in this period, the ratio of students per 10,000 of the population started to increase (Figure 4). One should note, however, that this expansion has been obtained primarily through introduction into the scene of paid forms of higher education.

The transformation of the contents of the course programmes led to changes in the approach to the analyses and the evaluations of the efficiency of the educational quality assurance system. The teaching staff was compelled to move from a paternalistic attitude to students to "the pedagogics of co-operation". Priorities in terms of means and methods of instruction were granted to instructional methods that were based on the autonomy of students.

For these reasons, the availability to every student in a higher education institution of a smoothly operating information network has acquired special importance. Broader opportunities for student self-fulfillment and independent development were favoured by the transition of the Russian higher education system from a single-level to a multi-level type. In addition to the traditional Diploma *Specialist* Degree, new types of course programmes leading, consequently, to the *Bakalavr* and the *Magistr* degrees were introduced. The State Educational Standard has become the main instrument for the implementation of the quality assurance system as well as the basis for the evaluation of the level of knowledge of graduates.



As was mentioned above, the general concept of the State Educational Standard has extended the legal space for a student in defining the contents of his or her education programme and has consolidated academic freedom for university teachers. The Law *On Education* adopted in 1992, has tangibly contributed to the processes of democratization and humanization of education.

The same factors have determined both the main directions of research on quality assurance and their practical implementation in higher education. Research and studies on the psychological and pedagogical basis of humanization in education as well as of the different factors that influence the evolution of the personality in life-long education have acquired greater importance. Requirements in regard to the level of general culture of an individual at different stages of secondary and post-secondary education are being worked out. Further impetus is being given to the development of a number of diagnostic systems, including the following:

- methods for the evaluation of social intellect;
- the system of sociological diagnostics;
- evaluation systems (testing, expert systems);
- the rating of students and of institutions.

The system for the quality regulation and assessment of education is assuming a more democratic form. The preparation of the State Educational Standard, the basic document of the quality assurance system, is now passing into the remit of the teaching and methodological associations. These associations are playing an increasingly important role in the composition of the commissions of experts that conduct attestation procedures. The self-evaluation undertaken by higher education institutions is becoming the core of the attestation procedure. The first non-state accreditation centers for higher education institutions have come into existence.

An All-Russian symposium on methods for evaluating humankind and education has become an annual event. In recent years (1997-1999), which some researchers have singled out as the fourth period in the development of the

Russian quality assurance system, the trend is favouring the systematization of the results of the respective studies and practices in educational quality assurance.

A national system of quality assurance in higher education is being constructed with due regard to the advanced progressive experience which Russian higher education accumulated in the course of its evolution in the Twentieth Century. The very logic of the development of higher education in Russia has brought about the idea of the preparation of annual analytical reports on the quality of Russian higher education, the first issue of which is expected to be published soon.

The recently observed tendency in favour of the increased participation of higher education institutions in competitions for the Quality Prizes established by the Government of the Russian Federation also testifies to the greater importance attached to the factor of quality. Two secondary schools – one in St. Petersburg and the other in Togliatti – along with the Moscow Institute of Steel and Alloys (a technological university) won the Prize in 1998.

As for the mid-term (the current decade) forecast of the evolution of the quality assurance system for higher education, one can suppose that the factor that calls for the accelerated development of the individual as an imperative of the Twenty-First Century will continue to essentially influence the content of the notion of "quality of higher education". A specialist in Russia will be considered "good" only if he or she gives proof of a solid fundamental general education and an in-depth knowledge of a specialist discipline with knowledge of interdisciplinary relations and that his or her personal professional capabilities purposefully generate new knowledge would be supported by highly developed cultural and moral qualities. This combination of personal qualities will, in their turn, call for and bring about respective changes in the means and the methods that provide for and assure the required qualities.

Special disciplines, such as the *Psychology of Creative Work, Methods of Research Design, Means for the Self-*

*Fulfillment of Creative Potential*, and so on, will be included in continuously increasing large amounts in course programmes. They will bring about the wider application in the educational process of those methods and means that facilitate creative mechanisms in professional activities. Top priority will be given to information technologies which, while taking due account of the natural human potential, will considerably assist individuals in coping with problems. Special new methods for student training aimed at the development of non-logical knowledge and skills required for the non-traditional, creative approaches to the solution of the specific problems and tasks that they will continuously face in a sophisticated world, will be accorded great importance.

Among these methods, *Education via Research*, that is, the study of a discipline through processes of scientific investigation in a given field of knowledge, will gain a leading role. And, of course, priorities will be revised, emphases will be shifted, and corrections will be introduced into all the elements of the quality assurance system, beginning with the regulations governing admissions and continuing up to the techniques for drafting and administering final examinations. The upgrading and the retraining of the teaching staff and the re-equipping of laboratories will constitute a part of the process.

As for the predicted changes in quality evaluation over the next decade, one can expect that more objective measurements will be provided by qualimetric techniques and the achievement of an optimum correlation between the state and public components in evaluation and control mechanisms. And if the changes in qualimetric techniques employed in Russia do not have any specific national features and do not vary considerably from the general trends in this part of the world, the issue of the division of competencies between the state and the public in the sphere of evaluation and control in higher education will still need to be discussed in terms of Russian realities.

In the mentality of the Russian population, only guarantees of quality that are assured by the state are reliable and can be

trusted (the State Quality Certificate, that was awarded by the State Quality Service in recognition of some high-quality goods, was highly appreciated by the population of the former Soviet Union). For this reason, the recent tendency to transfer a number of functions of quality control in education to the competencies of public organizations can hardly be expected to end in their complete transfer to the academic community. It is more likely that the state will retain responsibility for the quality of higher education and consequently the functions of its control and evaluation. However, in practice, the evaluation procedure, including the nomination of experts and the selection of qualimetric means, will be assigned to public organizations, such as teaching and methodological associations and academic and methodological councils. In other words, the state will, by all the means at its disposal, support and enhance the activities of the organizations that unite the academic community and representatives of employees in their efforts to carry out adequate and highly competent evaluations.



### 3. Annexes

#### 3.1. REGULATIONS ON QUALITY ASSURANCE

1. *"Magistr" Studies in the Multi-level Higher Education System in the Russian Federation*, Decree of the State Committee for Higher Education, No. 42 of 10 August 1993.
2. *State Final Certification of Graduates from University level Higher Education Institutions in the Russian Federation*, Decree of the State Committee for Higher Education, No. 3 of 25 May 1994.
3. *Licensing of Educational Establishments*, Decree of the Ministry for General and Professional Education, No. 442 of 17 November 1994.
4. *Admission Procedures for the State University level Higher Educational Establishments (Higher Education Institutions) in the Russian Federation*, Decree of the State Committee for Higher Education, No. 9 of 27 December 1995.
5. *Attestation and State Accreditation of Educational Establishments*, Decree of the Ministry for General and Professional Education, No. 27 of 25 January 1996.
6. *Procedure for the Recognition and Equivalence (Nostrification) of Education Certificates and Academic Titles Earned Abroad*, Decree of the Ministry for General and Professional Education, No. 15 of 9 January 1997.
7. *On the Modification of the Classification of Fields of Studies and Specialities of Higher Professional Education*, Decree of the Ministry for General and Professional Education, No. 15 of 20 January 1997.
8. *Standard Statute of Attestation of Academic and Administrative Staff in the State and Municipal Educational Establishments and Organizations in the Russian Federation*, Decree of the Ministry for General and Professional Education, No. 5 of 5 June 1997.



9. *"Externat" at the State and Municipal Higher Education Institutions in the Russian Federation*, Decree of the Ministry for General and Professional Education, No. 2033 of 14 October 1997.
10. *Standard Statute of the Academic and Methodological Association of Higher Education Institutions in the Russian Federation*, Decree of the Ministry for General and Professional Education, No. 15 of 10 December 1997.
11. *On the Education and Training of Academic and Research Staff in the Higher Education System of the Russian Federation*, Decree of the Ministry for General and Professional Education, No. 19 of 5 May 1998.
12. *On Centralized Testing Procedures*, Decree of the Ministry of Education, No. 3 of 22 February 1999.
13. *Procedure for the Complex Evaluation of Higher Education Institutions*, Decree of the Ministry of Education No. 864 of 12 November 1999.
14. *On the Adoption of State Educational Standards in Higher Education*, Decree of the Ministry of Education, No. 686 of 2 March 2000.

### 3.2. ACCREDITED NON-STATE HIGHER EDUCATION INSTITUTIONS (AS OF 1 JUNE 1999)

1. Academic University of Law, under the Institute of the State and Law, of the Russian Academy of Sciences, Moscow, accredited through 28 April 2002.
2. Academy of Eurythmical Art, Moscow, accredited through 18 November 2000.
3. Academy of Labour and Social Relations, Moscow, accredited through 18 June 2002.
4. Academy of Management and Business, Ekaterinburg, accredited through 14 April 2004.
5. Academy of Management and Innovations, Moscow, accredited through 24 March 2003.
6. Armavir Institute of Finance and Economics, Armavir, accredited through 20 January 2001.

7. Armavir Linguistic University, Armavir, accredited through 23 September 2003.
8. Baltic Institute of Ecology, Politics, and Law, St. Petersburg, accredited through 20 January 2001.
9. Baltic International Institute of Tourism, St. Petersburg, accredited through 20 January 2001.
10. Chelyabinsk Humanities University, Chelyabinsk, accredited through 26 May 2003.
11. Don Institute of Law, Postov-na-Donu, accredited through 28 April 2002.
12. E. R. Dashkova Moscow Humanities Institute, Moscow, accredited through 18 November 2000.
13. East Institute of Economics, Human Sciences, Management, and Law, Ufa, accredited through 18 November 2000.
14. Far-Eastern Academy of Management, Business, and Law, Petropavlovsk-Kamchatskii, accredited through 1 July 2000.
15. First Moscow Institute of Law, Moscow, accredited through 9 December 2003.
16. Foreign Languages Institute, Moscow, accredited through 26 May 2003.
17. Foreign Languages Institute, St. Petersburg, accredited through 28 April 2002.
18. Franco-Russian Institute of Business Administration, Obninsk, accredited through 24 March 2003.
19. Friendship Institute of the Peoples of Caucasus, Stavropol, accredited through 22 October 2003.
20. Higher Institute of Management, Moscow, accredited through 26 May 2003.
21. Higher School of Modern Education, Moscow, accredited through 18 November 2000.
22. Higher School of Privatization and Business, Moscow Region, accredited through 18 June 2000.
23. Humanities Institute, Moscow, accredited through 18 June 2000.

24. Humanities University, Ekaterinburg, accredited through 26 May 2003.
25. Institute of Business, Law, and Information Technologies, Moscow region, accredited through 23 June 2002.
26. Institute of Commerce and Law, Moscow, accredited through 1 July 2000.
27. Institute of Computer Science, Finance, Law, and Management, Moscow, accredited through 1 July 2000.
28. Institute of Economics and Business, Moscow, accredited through 23 June 2002.
29. Institute of Economics and Finance, St. Petersburg, accredited through 18 June 2000.
30. Institute of Economics and Law, Moscow, accredited through 20 January 2001.
31. Institute of Economics, Law, and Sciences of Kuban University, Krasnodar, accredited through 18 June 2000.
32. Institute of Economics and Management, Pyatigorsk, accredited through 23 September 2003.
33. Institute of International Business, Krasnodar, accredited through 28 April 2002.
34. Institute of International Business Education, Moscow, accredited through 14 April 2004.
35. Institute of International Law and Economics, Moscow, accredited through 1 July 2000.
36. Institute of Law, St. Petersburg, accredited through 1 July 2000.
37. Institute of Legal Studies and Business, Pushkin, accredited through 23 June 2003.
38. Institute of Management, Archangel, accredited through 23 September 2003.
39. Institute of Management and Economics, St. Petersburg, accredited through 22 October 2003.
40. Institute of Management and Business, Makhachkala, accredited through 9 December 2003.

41. Institute of Management, Business, and Law, Rostov-na-Donu, accredited through 9 December 2003.
42. Institute of Management, Marketing, and Finance, Voronezh, accredited through 23 June 2002.
43. Institute of Modern Art, Moscow, accredited through 18 November 2000.
44. Institute of Special Pedagogics and Psychology, St. Petersburg, accredited through 14 April 2004.
45. Institute of State Administration, Moscow, accredited through 14 April 2004.
46. Institute of Technology and Business, Nakhodka, accredited through 18 November 2000.
47. Institute of Technology and Pedagogics, Moscow, accredited through 22 October 2003.
48. Institute of World Economics, Moscow, accredited through 14 April 2004.
49. Institute of Youth, Moscow, accredited through 22 October 2003.
50. International Academy of Business and Banking, Togliatti, accredited through 20 January 2000.
51. International Academy of Marketing and Management, Moscow, accredited through 18 November 2000.
52. International Banking Institute, St. Petersburg, accredited through 28 April 2002.
53. International Center for Distance Learning "LIMK", Zhukovsky, accredited through 18 June 2000.
54. International Independent Ecologico-Politological University, Moscow, accredited through 18 June 2000.
55. International Institute of Economics and Law, Moscow region, accredited through 1 July 2000.
56. International Institute of Market Studies, Samara, accredited through 20 January 2001.
57. International University of Business and New Technologies, Yaroslavl, accredited through 23 June 2003.

58. International University of Computer Technologies, Voronezh, accredited through 23 June 2003.
59. International University of High Technologies, Voronezh, accredited through 20 January 2001.
60. Kazan Social and Legal Institute, Kazan, accredited through 14 April 2004.
61. Kislovodsk Institute of Economics and Law, Kislovodsk, accredited through 1 July 2000.
62. Kislovodsk University of the Russian Federation Academy of Defense Industries, Kislovodsk, accredited through 1 July 2000.
63. Khakass Institute of Business, Abakan, accredited through 26 May 2003.
64. Klin Institute of Economics and Law, Klin, accredited through 22 October 2003.
65. Kuban Institute of International Business and Management, Krasnodar, accredited through 1 July 2000.
66. Manufacturer's Protection Institute, Moscow, accredited through 18 November 2000.
67. "MEGU-Krasnodar" University, Krasnodar, accredited through 18 November 2000.
68. Modern Humanities University, Moscow, accredited through 24 March 2001.
69. Moscow Academy of Economics and Law, Moscow, accredited through 1 July 2000.
70. Moscow Banking College (Institute), Moscow, accredited through 1 July 2000.
71. Moscow Banking Higher School, Moscow, accredited through 9 December 2003.
72. Moscow Humanist Economics Institute, Moscow, accredited through 23 September 2003.
73. Moscow Institute of Business and Law, Moscow, accredited through 28 April 2002.
74. Moscow Institute of Economics, Management, and Law, Moscow, accredited through 1 July 2000.



75. Moscow Institute of Economics, Politics, and Law, Moscow, accredited through 28 April 2002.
76. Moscow Institute of Medical and Social Rehabilitation, Moscow, accredited through 23 June 2003.
77. Moscow International Higher School of Business "MIRABIS", Moscow, accredited through 18 June 2000.
78. Moscow New Legal Institute, Moscow, accredited through 1 July 2000.
79. Moscow Open Social University, Moscow, accredited through 18 November 2000.
80. Moscow Psychology and Social Sciences Institute, Moscow, accredited through 22 October 2003.
81. Moscow Regional Institute of Higher Socio-Economic Education, Moscow, accredited through 14 April 2004.
82. Moscow "Turo" University, accredited through 14 April 2004.
83. New Humanities University of N. Nesterova, Moscow, accredited through 9 December 2003.
84. Novosibirsk Humanities Institute, Novosibirsk, accredited through 26 May 2003.
85. Orthodox Svyato-Tikhonovsky Theological Institute, Moscow, accredited through 23 June 2002.
86. Povolzhsky Institute of Business, Samara, accredited through 18 November 2000.
87. Practical Oriental Studies Institute, Moscow, accredited through 14 April 2004.
88. Russian Academy of Business, Moscow, accredited through 26 May 2003.
89. Russian International Academy of Tourism, Skhodnya, Moscow region, accredited through 23 September 2003.
90. Russian New University, Moscow, accredited through 18 November 2000.
91. Samara Humanities Academy, Samara, accredited through 18 November 2000.
92. Samara Institute of Management, Samara, accredited through 18 November 2000.

93. Siberian Institute of Finance and Banking, Novosibirsk, accredited through 18 November 2000.
94. Slavonic Business Institute, Moscow, accredited through 23 June 2002.
95. Smolensk Humanities University, Smolensk, accredited through 23 June 2003.
96. South Institute of Management, Krasnodar, accredited through 23 September 2003.
97. South-Russian Humanities Institute, Rostov-na-Donu, accredited through 23 September 2003.
98. St. Petersburg Institute of Foreign Economic Relations, Economics, and law, accredited through 28 April 2002.
99. St. Petersburg Institute of Law, St. Petersburg, accredited through 18 November 2000.
100. Stavropol University, Stavropol, accredited through 1 July 2000.
101. Stavropol Finance and Economics University, Stavropol, accredited through 23 September 2003.
102. Surgut Institute of World Economics and Business «Planet», Surgut, accredited through 20 January 2001.
103. Taganrog Institute of Management and Economics, Taganrog, accredited through 18 November 2000.
104. Tatar Institute of Business Promotion, Kazan, accredited through 18 June 2000.
105. Tyumen International Institute of Economics and Law, Tyumen, accredited through 20 January 2001.
106. Ural Institute of Economics, Management, and Law, Ekaterinburg, accredited through 23 September 2003.
107. Yuzhno-Sakhalinsk Institute of Economics, Law and Computer Science, Yuzhno-Sakhalinsk, accredited through 18 November 2000.

### 3.3. ORGANIZATIONS RELEVANT TO QUALITY ASSURANCE

1. Ministry of Education of the Russian Federation
2. Research Centre for Quality Assurance
3. Teaching and Methodological Associations
4. Academic and Methodological Councils
5. Russian Rectors' Union
6. Association of Russian Higher Education Institutions
7. Association of Engineering Education
8. Eurasian Association of Universities
9. Association of Civil Engineering Higher Education Institutions
10. Association of Technical Universities
11. Association of Russian Non-State Higher Education Institutions
12. International Academy of Sciences in Higher Education

## UNESCO-CEPES PUBLICATIONS

The UNESCO European Centre for Higher Education produces five series of publications:

- the quarterly review, **Higher Education in Europe**, published in three language versions: English, French, and Russian;
- the **Studies on Higher Education**, which present relatively comprehensive reports on and analyses of major issues in higher education;
- the **Papers on Higher Education** which present shorter studies and occasional papers;
- the **Monographs on Higher Education**, which present studies on national systems of higher education according to a common outline
- the **Studies on Science and Culture** that publish the research findings, undertaken foremost by the UNESCO Chairs, which are collaborating with UNESCO-CEPES, in subject areas other than higher education

### HOW TO ORDER

Subscriptions to the English version of **Higher Education in Europe** must be placed directly with CARFAX: Carfax Publishing, Taylor & Francis Ltd.; Customer Services Department; Ranking Road; Basingstoke, Hants RG24 8PR, United Kingdom. The French and Russian versions can be obtained free of charge through the UNESCO-CEPES Web Page: <http://www.cepes.ro>

For the volumes in the other series, please check off the titles, over leaf, that you would like to purchase bearing in mind that volumes in the **Studies...**, the **Monographs...**, and the **Studies on Science and Culture** series cost \$20.00 (USD) or €22,00 each. Each volume in the **Papers...** series costs \$15.00 [USD] or €16.50.

Please fill in the following blanks:

Your Name: \_\_\_\_\_

Institution: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ Telefax: \_\_\_\_\_

E-Mail: \_\_\_\_\_

Please send this information to:

**The Senior Editor**

UNESCO- CEPES

39, Știrbei-Vodă Street

RO-70732 Bucharest, Romania

We shall bill you for the material that you have ordered and include instructions as to payment.

Date: \_\_\_\_\_



### Studies on Higher Education

- Handbook of Higher Education Diplomas in Europe (K. G. Saur, 1992, 304 p.)
- Multilingual Lexicon of Higher Education, Vol. 1: Western Europe and North America (K. G. Saur, 1993, 346 p.)
- Multilingual Lexicon of Higher Education, Vol. 2: Central and Eastern Europe also including Greece, Israel, and Turkey (K. G. Saur, 1996, 315 p.)
- To order the three volumes listed above: K. G. Saur Verlag & Co., Postfach 7016, D-8000 Munich 70, Germany.*
- Gains and Losses: Women and Transition in Eastern and Central Europe (English, 1994, 115 p.)
- Academic Freedom and University Autonomy. Contributions to the International Conference, 5-7 May 1992, Sinaia (English, 1993, 309 p.)
- Higher Education Reform in Romania: A Study (English, 1994, 143 p.)
- The Doctorate in the Europe Region (English, 1994, 225 p.)
- Standards and Diversity in Architectural Education (English, 1996, 353 p.)
- Ten Years After and Looking Ahead: A Review of the Transformations of Higher Education in Central and Eastern Europe (English, 2000, 412 p.)

### Papers on Higher Education

- Assisting Higher Education in Central and Eastern Europe: Activities of International Organizations - A Survey (English, 1992, 31 p.)
- CEPES - 20 Years of Service (English, 1992, 40 p.)
- Academic Freedom and University Autonomy: Proceedings of the International Conference, 5-7 May 1992, Sinaia (English, 1992, 52 p.)
- University Profiling and Identity (English, 1994, 21 p.)
- Academic Freedom and University Autonomy: Two Perspectives (English, 1995, 85 p.)

- La Formation pratique: principes et questionnement (French, 1995, 52 p.)
- Report on Higher Education in Bosnia and Herzegovina: Historical Development, Present State, and Needs Assessment (English, 1996, 127 p.)
- Mutual Recognition of Qualifications: The Russian Federation and Other European Countries (English, 1997, 124 p.)
- The Europeanisation of European Universities: A View from the East (English, 1997, 140 p.)
- A European Agenda for Change for Higher Education in the XXI<sup>st</sup> Century (Changer l'enseignement supérieur en Europe, un programme pour le XXI<sup>e</sup> siècle) (English and French, 1997, 166 p.)
- A European Agenda for Change for Higher Education in the XXI<sup>st</sup> Century: Twenty Case Studies (English, 1998, 390 p.)
- Internationalization of Higher Education: An Institutional Perspective (English, 2000, 97 p.)
- Quality Assurance in Higher Education in the Russian Federation (English, 2001, 126 p.)

### Monographs on Higher Education

- Albania (1986), Austria (1987), Belarus (1983, 1999), Bulgaria (1983), Estonia (1997), Finland (1988), Germany (1999), The German Democratic Republic (1983), Hungary (1985, 1997), The Netherlands (1985, 1988, 1989), Norway (1983, 1991), Poland (1987), Switzerland (1984), Turkey (1990), The Ukrainian SSR (1985), The USSR (1990), The United Kingdom (1996), The United States (1982).

### Studies on Science and Culture

- Bioetica în România: teme și dileme (Romanian, 1999, 126 p.)
- Politics and Culture in Southeastern Europe (English, 2001, 332 p.)

April 2001





Computer typeset and layout by Viorica Popa  
*Printed by "Tipart advertising" Publishing & Printing Company  
Bucharest, Romania*



UNESCO CEPES is a specialized agency of the United Nations Educational, Scientific and Cultural Organization (UNESCO). It was established in 1963 to assist member states in the field of educational planning. Its headquarters are located in Harare, Zimbabwe. The agency's work is focused on the region of Eastern and Southern Africa, where it provides technical assistance, training, and information services to governments and educational institutions. UNESCO CEPES is committed to promoting the development of education systems that are equitable, efficient, and responsive to the needs of the community.

Although in the past years of UNESCO CEPES work has been concentrated in the field of educational planning, it has also been active in other areas of education, such as the development of curricula, the training of teachers, and the improvement of educational management. In addition, UNESCO CEPES has been involved in the promotion of educational research and the dissemination of educational information.

Through its various programmes, UNESCO CEPES has been able to assist many member states in the region of Eastern and Southern Africa to improve their educational systems. This has been achieved through the provision of technical assistance, the organization of training courses, and the development of educational materials. UNESCO CEPES has also been successful in promoting educational research and the dissemination of educational information, which has helped to improve the quality of education in the region.

UNESCO CEPES is a member of the United Nations system of specialized agencies, and it is also a member of the International Association of Educational Planners (IAEP). It is committed to working closely with other organizations in the field of educational planning to promote the development of education systems that are equitable, efficient, and responsive to the needs of the community.

UNESCO CEPES is a specialized agency of the United Nations Educational, Scientific and Cultural Organization (UNESCO). It was established in 1963 to assist member states in the field of educational planning. Its headquarters are located in Harare, Zimbabwe. The agency's work is focused on the region of Eastern and Southern Africa, where it provides technical assistance, training, and information services to governments and educational institutions.

UNESCO CEPES is committed to promoting the development of education systems that are equitable, efficient, and responsive to the needs of the community. It provides technical assistance, training, and information services to governments and educational institutions in the region of Eastern and Southern Africa.

UNESCO CEPES is a member of the United Nations system of specialized agencies, and it is also a member of the International Association of Educational Planners (IAEP). It is committed to working closely with other organizations in the field of educational planning to promote the development of education systems that are equitable, efficient, and responsive to the needs of the community.

UNESCO CEPES is a specialized agency of the United Nations Educational, Scientific and Cultural Organization (UNESCO). It was established in 1963 to assist member states in the field of educational planning. Its headquarters are located in Harare, Zimbabwe. The agency's work is focused on the region of Eastern and Southern Africa, where it provides technical assistance, training, and information services to governments and educational institutions.

UNESCO CEPES is committed to promoting the development of education systems that are equitable, efficient, and responsive to the needs of the community. It provides technical assistance, training, and information services to governments and educational institutions in the region of Eastern and Southern Africa.

BEST COPY AVAILABLE

125